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Report of the United Nations High Commissioner for Refugees, questions relating to refugees, returnees and displaced persons and humanitarian questions

Assistance to unaccompanied refugee minors

Report of the Secretary-General

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I. Introduction

1. On 9 December 1998, the General Assembly adopted resolution 53/122, in which it noted efforts of the Office of the United Nations High Commissioner for Refugees (UNHCR) and other organizations to protect and assist unaccompanied refugee minors. It recalled that those refugees were among the most vulnerable and were the most at risk for neglect, violence, forced military recruitment, sexual assault and other abuses. The Assembly expressed deep concern at the continued plight of unaccompanied minors, emphasizing the urgent need for early identification and for timely, detailed and accurate information on their number and whereabouts.

2. In the same resolution, the General Assembly called upon UNHCR, in cooperation with other relevant United Nations bodies, to incorporate into its programmes policies that aim at preventing refugee family separation, conscious of the importance of family unity. It furthermore called upon all States and other parties to armed conflict to respect international humanitarian law, notably the provisions of the Geneva Conventions and related instruments, while bearing in mind resolution 2 of the twenty-sixth International Conference of the Red Cross and Red Crescent, held in Geneva in December 1995, and to respect the provisions of the Convention on the Rights of the Child, which accord children affected by armed conflict special protection and treatment.

3. The General Assembly moreover condemned all acts of exploitation of unaccompanied refugee minors, including their use as soldiers or human shields in armed conflict and their forced recruitment into military forces, and any other acts that endanger their safety and personal security.

4. The present report includes information on action taken by the United Nations and other agencies and organizations in response to resolution 53/122.

II. Background

5. "Unaccompanied minors" or "separated children" are defined as those who are separated from both parents and are not being cared for by an adult who, by law or custom, is responsible for doing so. However, even in emergency situations, relatively few children are found to be truly unaccompanied, even though many have been separated from their usual caregivers. For those separated children who are totally alone, the traditional definition of "unaccompanied children" indeed applies, but many may be living with extended family members, friends, neighbours, other adults or groups of peers. Consequently, the term "separated child" is now widely used in preference to "unaccompanied child". Separated children can be defined as children under 18 years of age who are separated from both parents or from their previous legal or customary primary caregiver. All such children should be entitled to international protection under a broad range of international and regional instruments.

6. The risk of children being separated from their families and caregivers increases in the turmoil of conflict and flight. In the past year there have been notable examples in Central and West Africa and in the Kosovo emergency. While all refugees uprooted from their homes and communities are unprotected to a certain extent, separated children are even more vulnerable. Boys and girls living on their own are easy targets for recruitment into armed groups as combatants, porters and servants, and are at high risk for exploitation and abuse. Involuntary separation thus increases the risks faced by displaced, refugee and other war-affected children. Such risks include exposure to violence, physical or sexual abuse, exploitation and even death. The past decade has also seen a dramatic increase in the number of people who are internally displaced or directly affected by warfare but who do not cross international borders and do not benefit from the provisions of refugee law. Many of these people are children who have become separated from their families or whose parents have lost their lives in the conflict.

7. As explained in more detail below, the goal of UNHCR, the United Nations Children's Fund (UNICEF) and other agencies working on the ground is, where possible, to prevent separations, to identify children who have become separated from their families, to ensure that they receive the protection and assistance they need and to reunify them with their families in a timely manner.

III. New developments

8. This section covers a number of new developments that are relevant to various provisions of resolution 53/122. Cooperation with other United Nations agencies and intergovernmental and non-governmental organizations and, in some cases, with governmental counterparts has played an important role.

A. Family tracing and reunification

9. Together with UNICEF and the International Committee of the Red Cross (ICRC), UNHCR has continued to participate in collaborative efforts for the tracing and reunification of separated children, notably in Rwanda, following the mass return of refugees from the Democratic Republic of the Congo. More than 62,000 children have now been reunited with their families in Rwanda. The number of those who remain in centres has decreased to 5,000. Many of these are small children who cannot give information. Measures to facilitate tracing have included the use of photos, parental visits to centres housing the children and moving the children closer to their commune of origin to facilitate their identification. The Government of Rwanda aims eventually to move all children into families within the community to ensure that the children are able to assimilate the local culture and traditions and integrate into normal life as soon as possible.

10. The joint UNHCR/UNICEF Liberian Children's Initiative, while primarily aimed at protecting the psychological and social well-being of Liberian children and adolescents and providing them with the means to contribute to their communities and nation, also plays a part in the tracing of separated children and reunification. Save the Children United Kingdom has been playing a leading role in the project, strengthening and expanding its existing infrastructure for reunification and support services. As a result, 78 separated children had been reunited with their families as at March. The Liberian Children's Initiative also supports an emergency response team to prevent family separation. Efforts are under way to formalize and strengthen regional cooperation between UNHCR, UNICEF and Save the Children United Kingdom for the identification, repatriation and unification of separated children.

11. A "neighbourhood initiative" proposed by the Special Representative of the Secretary-General for Children and Armed Conflict seeks to bring together a group of neighbouring countries linked by cross-border activities in order to mobilize a concerted response to issues affecting children. It is aimed at obtaining public commitments and concrete measures by the respective Governments and insurgency groups to protect children from cross-border threats and abuse. The initiative represents a significant step towards closer cooperation between the Special Representative of the Secretary-General, Governments, United Nations agencies and non-governmental organizations and fosters a collaborative approach to the protection and welfare of children, especially refugee and internally displaced children. Three such "neighbourhoods", in West Africa, East Africa and Kosovo, have been proposed for implementation of these initiatives. A task force has been created to design a strategy, plan of action and modalities. Priorities highlighted so far include cross-border tracing activities and family reunion of separated children. An inter-agency mission to West Africa has been planned for the latter part of 1999.

12. The Special Representative of the Secretary-General has also been active in seeking a solution to the problem of the abduction of children from northern Uganda to southern Sudan by members of an armed group, the Lord's Resistance Army. A small number of these children were released in February, and their return to their families in Uganda was then facilitated by UNHCR, in close coordination with UNICEF and local non-governmental organizations.

13. In the Kosovo emergency, inter-agency cooperation involving UNHCR, ICRC and UNICEF also played an important role in tracing efforts. It should be noted, however, that there were fewer child-family separations than in other recent refugee crises. The vast majority of separated children were accompanied by relatives or neighbours, and the parents' whereabouts were usually known. Strong extended family and community networks within the refugee community have ensured that separated children were cared for within families and communities, and institutional care was not required. Families accommodating separated children were monitored on a daily basis. The humanitarian evacuation programme, which facilitated the evacuation of refugees to third countries to ease pressure on host countries in the region at the height of the emergency, took account of the need to respect the principle of family unity. Unaccompanied minors with relatives in a third country who could care for them were given first priority. By early August, only 33 cases were pending a solution, and were being actively followed up by UNHCR in conjunction with ICRC and UNICEF.

B. Separated Children in Europe programme

14 The Separated Children in Europe programme is a joint initiative by UNHCR and the International Save the Children Alliance, based on complementary areas of expertise. It aims to realize the rights and best interests of separated children and young people coming to or transiting through Europe by establishing a shared policy and commitment to best practice at the national and European levels. A network of non-governmental organization partners has been developed under this initiative. A statement of good practice on the

protection and care of separated children has been developed, and training on the full meaning of this practice has been conducted for all the partners. Moreover, a study of the reason for children's movements has been completed. As part of this collaboration, an officer will be based at the UNHCR regional office in Brussels, whose main task will be to further the development of partnerships with organizations working with separated children in European countries and to disseminate proven practices and principles developed in this area.

C. Action for the Rights of Children training and capacity-building

15. The Action for the Rights of Children project is one of the strategies developed by UNHCR in response to the recommendations of the report of the expert of the Secretary-General on the impact of armed conflict on children (the Machel study) (A/51/306 and Add.1). It plays an important role in disseminating experience accumulated in the protection of and the provision of assistance to separated children. Based on a comprehensive training programme on child and adolescent rights and developmental needs, the aim of Action for the Rights of Children is to increase the capacity of UNHCR, government and implementing partners' staff to protect and care for children in emergency situations. Established in 1997 as a collaborative initiative between UNHCR and the International Save the Children Alliance, the Action for the Rights of Children steering committee was expanded in 1999 to include UNICEF and the Office of the High Commissioner for Human Rights, both of which are actively involved in regional initiatives and in reviewing training materials. In the early part of 1999, regional resource teams, with UNHCR regional policy officers for children acting as focal points, have benefited from Action for the Rights of Children training-of-trainers workshops. The regions involved are East and West Africa, the Commonwealth of Independent States and Central Asia. The resource teams have subsequently identified follow-up strategies to address critical issues as they affect children. Action for the Rights of Children activities are currently being expanded to include the Great Lakes region of Africa.

D. Convention on the Rights of the Child

16. The Convention on the Rights of the Child represents a powerful legally binding instrument for the promotion and protection of the rights of children, including separated children. The Committee on the Rights of the Child, which is serviced by the Office of the High Commissioner for Human Rights, is entrusted with monitoring the implementation of the Convention. This is done primarily by means of a reporting procedure by States that encourage the collection and sharing of information on separated children. The procedure allows the Committee, with the cooperation of UNHCR and non-governmental organizations, to enter into a constructive dialogue with States on the situation of separated children in their territories.

17. Between May 1998 and June 1999, the Committee considered the reports of Austria, Guinea, Luxembourg and Sweden, among others. The enforcement of the rights of unaccompanied minors was discussed and addressed in corresponding recommendations.

E. Internally displaced children

18. Action on behalf of the internally displaced has continued to benefit from the special attention of the Office for the Coordination of Humanitarian Affairs. The Emergency Relief Coordinator, as inter-agency focal point on internally displaced persons, underscores the need for urgent action and priority attention to identifying and addressing the needs of children separated from their families as a consequence of forced displacement.

19. Although children separated from parents in the chaos of conflict within their national borders face the same risks as refugee children, they do not benefit from a specific body of international law for their protection. However, the Guiding Principles on Internal Displacement (E/CN.4/1998/53/Add.2, annex), prepared by a team of legal experts under the auspices of the Representative of the Secretary-General on internally displaced persons, draw special attention to the needs and rights of separated children. The principles affirm the special protection and assistance needs of separated children, address the issue of family separation during displacement and reaffirm the right of families to remain together or to be speedily reunited. They also call upon the responsible authorities to facilitate enquiries made by family members and to cooperate with humanitarian organizations engaged in the task of family reunification. All agencies of the Inter-Agency Standing Committee are involved in the active dissemination of these principles.

20. Within the Inter-Agency Standing Committee, several initiatives are under way with the aim of improving the protection and assistance of internally displaced persons, including for separated internally displaced persons. For

example, the Office for the Coordination of Humanitarian Affairs, in collaboration with other members of the Inter-Agency Standing Committee, is finalizing a policy paper aimed at sharpening the focus of humanitarian strategies with regard to the protection of internally displaced persons, including separated children. Increased efforts are also under way in the field of consolidation and dissemination of information. The Office for the Coordination of Humanitarian Affairs is collaborating with the Norwegian Refugee Council in the development of a global internally displaced person database through the establishment of procedures for systematic data collection at the field level. The data will include information on the number and condition of separated children, which in turn will help to facilitate the humanitarian response. In addition, the Inter-Agency Standing Committee agencies, coordinated by UNICEF, have produced a manual on field practice in internal displacement, which includes examples of programmes designed to provide protection and assistance to separated children. Finally, an inter-agency training module on internal displacement for field personnel is being developed by the Inter-Agency Standing Committee agencies under the coordination of UNICEF and the Norwegian Refugee Council. The module will also contain reference to vulnerable groups, including separated children.

F. Child soldiers

21. Discussions on separated children were held at the first African Conference on the Use of Children as Soldiers (organized by the Coalition to Stop the Use of Child Soldiers in conjunction with the Swedish Save the Children and UNICEF, and hosted by the Government of Mozambique), held in Mozambique in April 1999 and attended by the Office of the High Commissioner for Human Rights, UNHCR and other agencies. Specifically, a working group discussed programmatic experiences in preventing child recruitment and discussed the categories of children most at risk of recruitment, including refugees, displaced children and separated children. It assessed preventive strategies used to address forcible recruitment and other extreme forms of child labour and sought to identify further action required to protect children from those practices. The importance of examining the cultural and social environment in which recruitment occurs was stressed, as was the need to work together with concerned families.

G. Strengthening the field network of the Office of the United Nations High Commissioner for Refugees

22. As part of its efforts to promote the UNHCR policy on refugee children, with specific attention to unaccompanied and separated children, UNHCR strengthened its field network by creating, in 1998, four new posts for regional policy officers for refugee children. One of the main activities of the officers is to ensure that a system to prevent children from being separated from their families in emergency situations is established, as well as measures to rapidly identify, document and trace separated children. Another important aspect of their work is to ensure that the issue of separated children is addressed consistently from region to region, to ensure that the work undertaken benefits from coordination and consultations with all interested agencies and organizations and to be actively involved in relevant training initiatives.

23. In the Great Lakes region of Africa and elsewhere, efforts have been made to build up an inter-agency team and to work in close collaboration with ICRC and other non-governmental organizations, and with government counterparts to find durable solutions for separated children. A clear division of work and responsibilities among the various actors has contributed to good progress in a number of areas: camp tracing, inter-camp tracing, cross-border procedures for movement, reception and care of separated children, databases and tracing guidelines. Regional meetings have been held in each country to review the joint effort of all concerned by the problem of separated children. These meetings have made it possible to update information on the status of separated children and to seek ways of repatriating them and reuniting them with their families. This network has been extended to countries outside the Great Lakes region that are hosting separated children. Government ministries are consulted through technical discussions, and their support has been conducive to a speedy solution to complex and difficult situations.

24. Sharing information and lessons learned with partners has been achieved through meetings, documentation, videos, brochures, manuals and thematic group discussions. Over a period of time, this has created a common view and approach among all concerned. In the Great Lakes region a quarterly newsletter focuses on issues concerning children affected by war, with a particular emphasis on separated children.

IV. Other issues of concern

A. The girl child

25. In the case of unaccompanied or separated children, the most vulnerable of all are the girls. Particular emphasis needs to be given to their education, particularly in the absence of any family support. Disabled girls face the threat of being abandoned, and many die of neglect at an early age. Sexual exploitation is a constant threat, and can lead to child prostitution. In turn, the prevention of human immunodeficiency virus and sexually transmitted diseases, through community-based programmes, including training and providing support to caregivers, sensitizing the community and making the community aware of the problem, is of crucial importance. Lastly, inheritance rights need special attention, as there are frequently legislative gaps concerning women and girls who are deprived of family support.

B. Adoption of separated children

26. This issue was highlighted in the context of the debate on international protection that took place at the fifteenth session of the UNHCR Standing Committee in June 1999, at which the importance of protecting the family and maintaining family unity was emphasized in the context of adoptions. UNHCR has indeed long advocated the policy that refugee children in an emergency context are not available for adoption. In taking this position, UNHCR is guided not only by the Convention on the Rights of the Child, but also by the Hague Convention on the Protection of Children and Cooperation in Respect of Intercountry Adoption and the recommendations concerning the Convention's application to refugee children and other internally displaced children. The premise of the policy is that an adoption should not be carried out if there is reasonable hope that the family will be traced and reunited, keeping in mind the child's best interests. This policy is rooted in the principle that the best interests of the child should be a primary consideration, and that staying with relatives in extended family units in a similar cultural milieu is usually a better solution than uprooting the often already traumatized child completely. (See art. 3 of the Convention on the Rights of the Child (General Assembly resolution 44/25, annex).)

27. Emergency situations continue to be an acute reminder of the rationale and need for this policy. UNHCR received a significant number of requests for adoption during the crisis in the Great Lakes region of Africa. With emphasis placed on family reunification, some 85 to 90 per cent of children separated during the crisis were eventually reunited with family members. Similarly, UNHCR received regular requests to adopt ethnic Albanian children separated as a result of the Kosovo crisis. Adoption was not regarded as an appropriate solution. Recognizing the fact that most separated children are not orphans, efforts have to continue to be directed towards finding suitable interim care for these children, with a view to possible reunification with their families, including members of the extended family.

28. Nevertheless, when an assessment has been made that indeed it would be in the best interest of the child for an intercountry adoption to take place, unnecessary restrictions and obstacles should not be created by States. Strict requirements for documentation either for a refugee child seeking to be adopted or for a refugee parent hoping to adopt a child may not serve the best interest of the children or the family.

V. Conclusion

29. Despite the progress recorded in some areas by UNHCR, the Office for the Coordination of Humanitarian Affairs, UNICEF, the Office of the High Commissioner for Human Rights and ICRC and other non-governmental organizations, many challenges remain outstanding. One such challenge concerns the criteria for selecting foster families and systematic follow-up, for which resources are often limited. Community-based strategies go some way in addressing this issue, but separated children, in particular girls, remain at risk for some form of exploitation. Solutions, like the issues, are complex. Until civilians in general are protected from the impact of warfare and from serious violations of human rights, increasing numbers of children will continue to be exposed to the additional trauma and danger of separation. Member States are urged to adhere to and to promote the Convention on the Rights of the Child, to support programmes, financially and otherwise, aimed at avoiding involuntary family separation and to facilitate family reunification.

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Follow-up to the Regional Conference to Address the Problems of Refugees, Displaced Persons, Other Forms of Involuntary Displacement and Returnees in the Countries of the Commonwealth of Independent States and Relevant Neighbouring States

Report of the Secretary-General

I. Introduction

1. The present report is submitted pursuant to General Assembly resolution 52/123 of 9 December 1998, in which the Assembly called upon Governments of the countries of the Commonwealth of Independent States (CIS), in cooperation with the Office of the United Nations High Commissioner for Refugees (UNHCR), the International Organization for Migration (IOM) and the Organization for Security and Cooperation in Europe (OSCE) to strengthen their efforts and mutual cooperation relating to the follow-up to the Regional Conference to Address the Problems of Refugees, Displaced Persons, Other Forms of Involuntary Displacement and Returnees in the Countries of the Commonwealth of Independent States and Relevant Neighbouring States (CIS Conference), held at Geneva on 30 and 31 May 1996, and welcomed the positive results achieved by them in implementing the Conference Programme of Action. The Assembly requested that I report to it at its fifty-fourth session on the progress achieved in implementation of the Programme of Action.

2. In the same resolution, the General Assembly invited UNHCR and IOM to enhance their mutual relationship with other key international actors, such as the Council of Europe, the European Commission and human rights, development and financial institutions, in order to better address the wide-ranging and complex issues in the Programme of Action. The Assembly also encouraged the involvement of intergovernmental and non-governmental organizations in the follow-up to the CIS Conference, and invited them to demonstrate stronger support for the process of constructive international dialogue among a wide range of countries concerned as well as further action with a view to full implementation of the recommendations of the Conference. Finally, the Assembly called upon the Governments of the CIS countries to continue to strengthen their commitment to the principles underpinning the Programme of Action, in particular human rights and refugee protection principles,

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and to lend high-level political support to ensure progress in its implementation.

II. Implementation of the Programme of Action

3. Follow-up mechanisms established within UNHCR and IOM, working in cooperation with concerned States, intergovernmental organizations and non-governmental organizations, continued to ensure the implementation of the Programme of Action. Perhaps the major achievement of the CIS Conference process is the establishment of an international forum to exchange information and pursue a constructive dialogue on a broader humanitarian and migration agenda. It has served to galvanize international attention on issues relating to refugees, forced migration and other migratory movements in the region.

4. As requested by the General Assembly, the third year of implementation of the Programme of Action was characterized by strengthened strategic cooperation and partnership among a group of States, intergovernmental and non-governmental organizations, aimed at better addressing the wide-ranging and complex issues contained in the Programme of Action. A particularly welcome development was the growing involvement of non-governmental organizations in the CIS Conference follow-up process. As the follow-up nears its completion in 2000, stakeholders have also begun to focus on the future of CIS Conference follow-up efforts, since many recognize that the momentum generated by the Conference process must be sustained and further consolidated beyond that time. Enhanced partnerships among UNHCR, IOM, OSCE and its institutions — such as the Office for Democratic Institutions and Human Rights and the High Commissioner on National Minorities — the Council of Europe and, in some instances, the United Nations Development Programme (UNDP) in support of the efforts of concerned States contributed to significant progress in a broad range of areas. A number of activities and initiatives intended to further the implementation of the Programme of Action are highlighted below.

5. States in the region demonstrated their growing recognition that refugee problems need to be addressed through the creation of effective legislative and institutional frameworks that are consistent with international standards. During the period under review, Georgia and Kazakhstan acceded to the 1951 Convention relating to the Status of Refugees and its 1967 Protocol. Most of the countries participating in the CIS Conference process have adopted refugee legislation (Armenia, Belarus, Georgia, the Russian Federation and Ukraine), are in the process of revising earlier legislation (Azerbaijan, Belarus and Ukraine) or are drafting new legislation (Kazakhstan, Kyrgyzstan and the Republic of Moldova).

6. Capacity-building and training activities intensified to assist States in the region to strengthen the implementation of the Programme of Action. These have been aimed at ensuring the establishment of sustainable asylum systems and refugee status determination procedures. The latter have now been established at the central and regional levels in Belarus, the Russian Federation and Ukraine. To furnish needed information to officials involved in the determination of refugee status at the national level, country of origin seminars were conducted. Non-governmental organizations and lawyers were especially targeted for training. Judges were also targeted to improve the efficiency of appeals procedures.

7. With the specific support of IOM, national migration management systems have been firmly established in eight countries in the region. The programmes have resulted in improvements to national policies, drafting and enactment of refugee and migration legislation that approximates international standards and improved institutional approaches to managing migration. The progressive narrowing of existing gaps between operational measures and corresponding enabling legislation and institutional frameworks is also being addressed through pilot border-management programmes that target the operational strengthening of immigration control as a practical means of bridging these gaps. These initiatives are being further extended to include cross-border projects that expand cooperation between neighbouring States to improve the effectiveness and efficiency of migration management processes.

8. The Office of the United Nations High Commissioner for Human Rights also undertook a number of activities relating to the protection of the human rights of displaced persons, as well as strengthening national institutions and civil society for the promotion and protection of human rights. The Office maintains a field presence in Abkhazia, Georgia, the mandate of which includes contributing to the safe and dignified return of refugees and internally displaced persons. Established at the request of the Security Council and jointly staffed by the Office and OSCE, the United Nations Human Rights Office in Abkhazia, Georgia, aims to strengthen capacities and infrastructures to promote human rights and democracy under the rule of law in the framework of a technical cooperation project covering all of Georgia, which commenced in 1998. The project's

objectives are to provide access to United Nations human rights information and capacity development in human rights for authorities and institutions of higher learning; to develop the legal community's capacity to teach human rights in the administration of justice; and to develop human rights capacity among non-governmental organizations and the mass media with the aim of strengthening civil society. These objectives are to be accomplished primarily through the training of trainers. Teaching materials are being developed, refined and tested locally, and are being published in sufficient quantities for future long-term use. In addition, the Human Rights Office monitors human rights in order to contribute to respect for the rule of law and to promote and protect human rights in Abkhazia, Georgia. Monitoring includes analysis of the development of the legal system as well as key institutions for the promotion and protection of human rights.

9. The representative of the Secretary-General on internally displaced persons has also been active in CIS, particularly in the Caucasus region. Pursuant to a recommendation contained in his report on the situation of internal displacement in Azerbaijan (E/CN.4/1999/79/Add.1) submitted to the Commission on Human Rights at its fifty-fifth session after a mission to that country, a meeting was held in May 1999 with Government officials and representatives of the humanitarian, development and diplomatic communities with the aim of devising a common strategy to meet the immediate, medium- and long-term needs of the internally displaced. The representative has also been informed by the Government of other efforts being undertaken to implement his recommendations for improving the situation of the internally displaced. He has been invited by the Government of Georgia to undertake a mission to that country in the autumn of 1999. In connection with the mission to Azerbaijan and the upcoming mission to Georgia, the Guiding Principles on Internal Displacement (see E/CN.4/1998/53/Add.2) have been translated, with the support of UNHCR, into the local languages and widely disseminated in both countries. The International Conference on Conflict and Forced Displacement in the Caucasus (Copenhagen, September 1998) noted, in a concluding statement by the chair, that the dissemination and application of the Guiding Principles in the Caucasus would contribute to ensuring that the plight of internally displaced persons was addressed in a comprehensive manner.

10. States in the region showed a greater readiness to tackle problems relating to citizenship and statelessness, although only two States in the region have ratified the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness. Closer inter-State cooperation on this issue, combined with the revision of citizenship legislation in some countries, aligning it with international standards, were indicative of this trend. For example, the Ukrainian and Uzbek Governments reached an agreement on simplified citizenship procedures. As a result, all 25,190 *de jure* stateless persons among formerly deported peoples in Crimea have been able to acquire citizenship in Ukraine. This is an area where strong cooperation between UNHCR, the Council of Europe and the relevant OSCE institutions (the Office for Democratic Institutions and Human Rights and the High Commissioner on National Minorities) has begun to bear fruit, although more effort will be needed to bring national legislation and practice in line with the Convention on the Reduction of Statelessness and the Council of Europe Convention on Nationality. The Council of Europe has recently finalized a draft recommendation on the avoidance and reduction of statelessness, which is expected to be adopted by the Committee of Ministers.

11. Important headway was achieved in addressing the situation of formerly deported peoples, a group specifically identified in the CIS Conference process as requiring a durable settlement solution. As noted earlier, cooperation in this area between the High Commissioner on National Minorities, OSCE and UNHCR contributed to resolving the legal and administrative problems faced by Crimean Tatars. At the request of the Government of Ukraine, the United Nations Crimea Integration and Development Programme was set up to provide assistance and to facilitate the process of resettling formerly deported peoples in Crimea. Its main objective is to promote the maintenance of peace and security in the Crimean peninsula by facilitating the socio-economic development, reintegration and self-reliance of communities with large numbers of formerly deported peoples. During phase II of the programme (October 1998 to September 2000), special emphasis is being placed on capacity-building, in particular on helping to create the mechanisms by which community members can participate in the planning, design and implementation of development plans in their respective communities. The economic component has also been given priority as a means of sustaining social and communal activities.

12. Since my last report, efforts have redoubled to resolve the serious problems faced by another group of formerly deported peoples — Meshketians/Meshketian Turks. The High Commissioner on National Minorities, in close cooperation with UNHCR and the Open Society Institute's Forced Migration Project, organized an international meeting in The Hague in September 1998 to begin shaping a comprehensive, solution-oriented approach with the

involvement of all concerned actors. A second international consultation was held in Vienna in March 1999. The international meetings in The Hague and Vienna have already resulted in some attitudinal and institutional changes, which it is hoped will soon result in improved conditions for Meshketians in the Krasnodar Krai in southern Russia and in Georgia. The Council of Europe has included the rehabilitation and repatriation of Meshketians as one of the conditions for Georgia's membership in the Council. As a result of the combined efforts of these international organizations and the Governments concerned, the CIS Conference has made a lasting contribution to the resolution of the long-standing problem of formerly deported peoples.

13. UNHCR and the Council of Europe also actively promoted recognition of the role of non-governmental organizations in civil society, the establishment of a legal framework at the national level defining their status and the creation of an environment that will enable non-governmental organizations to play a more active role in CIS Conference implementation and follow-up. Thanks to the CIS Conference process, local and international non-governmental organizations have forged strong links and have made substantial contributions through their active participation in meetings of the CIS Conference Steering Group. In this framework, thematic working groups have been established focusing on key issues, such as refugee law and protection, conflict resolution, institutional frameworks and non-governmental organization legislation, humanitarian assistance, integration/resettlement/return and, most recently, formerly deported peoples. Non-governmental organizations are increasingly taking part in monitoring and complementing government action through advocacy of respect for human rights norms and the values of tolerance and by advocating minority rights, providing humanitarian assistance and advocating the protection of all displaced persons. The Council of Europe has assumed a lead role in encouraging the passage of non-governmental organization-related legislation in CIS, which is consistent with international and regional standards. In close cooperation with the Council of Europe and the Office for Democratic Institutions and Human Rights, UNHCR assisted Governments in the region to become familiar with international and regional standards as part of efforts to encourage passage of non-governmental organization legislation. A noteworthy contribution in this area is the dissemination by the Council of Europe of guidelines on national legislation for non-governmental organizations.

14. While the region has not yet seen the proactive involvement of international financial institutions in support of the Plan of Action, the World Bank and UNDP have been active partners in some areas. For example, UNDP, the World Bank and UNHCR have jointly assisted in institutional arrangements for a $120 million programme for resettlement and reconstruction in Azerbaijan, entailing support for the voluntary resettlement of internally displaced persons, housing reconstruction, infrastructure reconstruction, employment creation and rehabilitation of health care facilities and schools, as well as institutional support for agencies managing the rehabilitation of internally displaced persons, demining efforts and reconstruction. The Azerbaijan Reconstruction and Rehabilitation Agency is responsible for implementing reconstruction. An International Advisory Group, co-chaired by UNDP, the World Bank and the European Commission, is assisting the Government of Azerbaijan with donor coordination and policy formulation. UNDP is taking the lead in establishing a humanitarian mine action programme.

15. In Georgia, in the context of the evolving situation in Abkhazia and Tskhinvali (South Ossetia), UNDP is contributing to the transition from humanitarian to more development-related assistance as part of a broader United Nations system approach. UNDP is implementing a large-scale two-year programme of conflict resolution and rehabilitation in South Ossetia. The programme focuses on rehabilitation of hospitals, roads and bridges, as well as the energy sector and telecommunications links. Thanks to the programme, UNDP is making a contribution to facilitating cooperation between the Government of Georgia and South Ossetian authorities and is laying the foundation for the revival of economic activity in the area. In Tajikistan, the UNDP reconstruction, rehabilitation and development programme has fostered dozens of community development efforts that have eased the return of displaced persons to their homes. It is also providing a framework for the reintegration of former combatants into society. The UNDP programme for formerly deported peoples in Ukraine has already been mentioned.

16. While the Office for the Coordination of Humanitarian Affairs has not been directly involved in the preparation and follow-up to the CIS Conference, it supports the initiatives undertaken by the incumbent resident coordinators to implement the CIS Programme of Action, especially with a view to avoiding duplication and enhancing coordination of assistance to refugees, internally displaced persons and returnees. Within CIS, the Office for the Coordination of Humanitarian Affairs maintains field offices in Armenia, Azerbaijan, Georgia, the Russian Federation and Tajikistan. Its activities in those countries include humanitarian coordination, information-gathering and analysis, conduct

of vulnerability assessments, advocacy of humanitarian principles and resource mobilization.

17. In the Russian Federation, the Office for the Coordination of Humanitarian Affairs fielded a humanitarian affairs officer to Moscow in late 1998 to support the resident coordinator in assessing and responding to the humanitarian dimensions of the financial crisis. The Office coordinated the fielding of several missions by the United Nations country teams to areas identified as particularly vulnerable by the Government of the Russian Federation. On 1 July 1999 a donor information meeting was chaired by the resident coordinator in Moscow to introduce the United Nations inter-agency response programme to the donor community and to provide detailed information on specific programmes to assist internally displaced persons in the northern Caucasus region and refugees from Kazakhstan in Altai Krai.

18. In Georgia, the Office for the Coordination of Humanitarian Affairs supported the UNDP/World Bank/UNHCR effort to open a dialogue with the Government on new approaches to assistance for internally displaced persons, involving the provision of medium- and longer-term assistance to the internally displaced from Abkhazia, Georgia. In Armenia and Azerbaijan, the Office advocates on behalf of vulnerable groups by raising awareness among the Governments, donors, agencies and non-governmental organizations on the need to focus on the special problems faced by refugees, internally displaced persons and returnees. The Office supports the resident coordinators by facilitating the coordination of humanitarian activities and by building links between relief and development activities. It also fosters national capacity to cope with longer-term needs. In Tajikistan, it supports the resident coordinator in addressing the humanitarian crisis through a strategy designed to meet the basic needs of at-risk populations during the post-conflict period.

III. Review of progress made and future plans

19. On 24 and 25 June 1999, the Steering Group established to monitor follow-up to the Conference met to review progress after the third year of implementation of the Programme of Action. A total of 43 States, 20 intergovernmental organizations and other entities and 87 non-governmental organizations participated. The review was based on a report compiled by UNHCR and IOM, in cooperation with the OSCE Office for Democratic Institutions and Human Rights, which described progress made in implementing the provisions of the Programme of Action — much of which is highlighted in section II above.

20. Participants in the Steering Group recognized that significant progress had been achieved in implementing the provisions of the Programme of Action and that objectives at the national level were better defined as a result. They also reconfirmed their commitment to the CIS Conference process.

21. There was a consensus, however, that while the results so far have been impressive, they remain somewhat fragile and require additional effort and vigilance, greater political attention at the highest levels in CIS countries and continued strong international engagement and support. In summarizing the discussions, the Chairman described a number of areas where further action, attention and support would be needed. First, migration management and control is still weak in many respects, with clear ramifications beyond the borders of the CIS countries. An effort must therefore be made to span the gap between legislation and the capacity to implement such legislation effectively. Second, international support and cooperation will continue to be needed to enhance protection for asylum-seekers and refugees within national and regional migration-management systems. It was recognized that the *propiska* and similar residence registration systems were having a negative impact on the displaced and needed to be addressed at the national level with international support. Third, the participants encouraged States in the region to implement fully international norms relating to the treatment of asylum-seekers and refugees, displaced persons and other categories of concern, in conformity with international and regional standards, as set out in the 1951 Convention and its 1967 Protocol, as well as more recent recommendations formulated by the Council of Europe.

22. Fourth, a number of participants reiterated the importance of strengthening respect for human rights, the rule of law and democratic institutions in pursuit of a central objective of the Conference: the prevention of conflict and forced migration. Fifth, the positive contribution of the partnerships established between international organizations, CIS and other Governments and non-governmental organizations at all levels was recognized, and there was an appeal to strengthen this cooperation further. Sixth, there was a call for the more active involvement of the financial and development institutions in the provision of development and reconstruction assistance.

23. Seventh, many participating Governments urged expanded cooperation with the European institutions and welcomed the growing involvement of OSCE. Eighth, the

participants encouraged the High Commissioner on National Minorities to continue to contribute to the elucidation of issues and the formulation of remedial action relating to minority rights and the formerly deported peoples and welcomed the establishment of a sixth non-governmental organization working group dealing specifically with this issue. Ninth, the participants reaffirmed their recognition of the important link between human security and displacement and welcomed the expanding field activities of OSCE related to refugees and human rights. OSCE was encouraged to sharpen its focus on migration and displacement problems through special meetings and seminars.

24. Tenth, it was recognized that the non-governmental organization sector was clearly in a position to play an even more prominent role in national implementation of the Programme of Action. Governments were encouraged to work more closely with them, with a view to increasing the scope and sustainability of their work in support of implementation of the Programme of Action.

25. Finally, it was urged that the competent authorities of the CIS countries address the grave security problems facing humanitarian workers in the interest of creating a secure working environment.

26. A broad consensus emerged that the consultative and networking process launched by the CIS Conference and its follow-up needed to continue in some form beyond 2000. Several Governments encouraged the strengthening of subregional approaches focusing on particular themes and concerns of common interest as a means of rendering implementation of the Programme of Action even more effective. To pursue discussions on the establishment of a post-2000 follow-up formula, a working group to address the issue of follow-up to the 1996 CIS Conference was established and will be convened by UNHCR, IOM and OSCE. The working group will summarize the accomplishments of the Programme of Action, review those priority goals that cannot be achieved before 2000 and identify the principal strategic objectives and modalities for work after 2000. On the basis of this assessment, it will formulate proposals for presentation to the Steering Group in 2000.

27. In the coming year, efforts will continue to be made to consolidate and build on the achievements of the CIS Conference process, while exploring ways to sustain the momentum of the Conference into the next century.

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Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Results-based budgeting: the experience of United Nations system organizations" (JIU/REP/99/3).

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RESULTS-BASED BUDGETING :

THE EXPERIENCE OF UNITED NATIONS SYSTEM ORGANIZATIONS

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ACRONYMS

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ACC	Administrative Committee on Coordination
CCAQ	Consultative Committee on Administrative Questions
CPC	Committee for Programme and Coordination
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ILO	International Labour Organisation
IMO	International Maritime Organization
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
MTP	Medium-Term Plan
RBB	Results-based budgeting
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UPU	Universal Postal Union
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization

EXECUTIVE SUMMARY: OBJECTIVE, CONCLUSIONS AND RECOMMENDATIONS

Objective: **To learn from the experience of other United Nations system organizations with results-based budgeting (RBB) for assisting Member States in considering the proposal on results-based budgeting for the United Nations.**

CONCLUSIONS

A. Applicability of the experience of the specialized agencies and the International Atomic Energy Agency (IAEA) with RBB, and RBB-like, techniques to the United Nations may be somewhat limited in view of the still preliminary level of development of RBB in the other organizations and the need to adapt the methodology to the special needs and characteristics of each organization. (See paras. 17, 20, 77 and 81)

B. To the extent that the other organizations of the System have used RBB techniques, their experience has been mixed in regard to concerns raised about the use of RBB for the United Nations. (See para. 77)

C. Regarding some of these concerns, their experience indicates problems or difficulties that require special attention in considering the Secretary-General's proposal to apply RBB to the United Nations: (See para. 78)

i. The difficulty for some organizations in applying RBB to all sections of their programme budgets suggests this matter will require careful examination for the United Nations. (See paras. 25-27)

ii. The lack of agreement among the other organizations on definitions for key RBB terms highlights the need for coherently developing definitions of these terms for the United Nations within a logical framework. (See paras. 28-31)

iii. The measures taken by the other organizations in different areas to be ready for RBB illustrate the need for giving comprehensive attention to measures required for assuring the readiness of the United Nations for RBB. (See paras. 33-41)

iv. The different approaches of the other organizations to taking account of external factors, or uncontrollable circumstances, in the use of RBB highlight the need for determining the best approach for the United Nations. (See paras. 58-61)

v. The experiences of the other organizations demonstrate that the personal leadership and involvement of Executive Heads in preparing for and implementing RBB, including in particular interaction with Member States, can be critically important. (See paras. 63-66)

vi. As demonstrated in the experience of the other organizations, both programme and budget expert review bodies can play an enhanced role under RBB in

assisting legislative organs to perform their governance function more effectively. (See paras. 67-70)

D. Related to other concerns about the proposed adoption of RBB for the United Nations, although they still must be examined and decided upon in the United Nations context, the experience of the System has been reassuring: (See para. 79)

i. The other organizations reported no question about RBB being able to address their own specific needs and characteristics. (See paras. 21-24)

ii. They all stressed the potential of RBB for significantly enhancing the governance function of Member States by increasing and making more effective their involvement in the full cycle of the programme budget process. (See paras. 45-49)

iii. RBB has not been used in the other organizations for conducting budget/staff reduction exercises; rather, it has served as a neutral management tool to provide critical assistance in establishing priorities on a more informed basis for achieving either increases or reductions, as circumstances may require. (See paras. 50-52)

iv. In the experience of the other organizations, qualitative as well quantitative results have been required for justifying resource requirements. (See paras. 53-57)

v. RBB techniques in the other organizations have given increased importance to the role of the medium-term plan as the principal policy directive for an organization by strengthening the plan's linkage to programme budgets. (See paras. 72-75)

E. Overall, there are among the other organizations of the System a growing common understanding of, and strong support for, the use of RBB techniques as a tool to achieve increased budget transparency and accountability by focusing on results and using performance indicators to link performance with the budget. (See paras. 22 and 80)

F. High expectations for what can be accomplished with RBB must be tempered by recognition that, like any other methodology, the benefits to be gained will be determined by the care and judgement of both the Secretariat and Members States in their concerted efforts to apply it. (See para. 82)

G. Success in budgetary reforms, including RBB, require a climate of trust and understanding between Member States and the Secretariat and consensus among Member States. (See para. 66)

RECOMMENDATIONS

1. In order to assure appropriate guidance from Member States in resolving the problem of the lack of agreed definitions for key RBB terms, the *Glossary of financial and budgetary terms*, currently being updated by the Consultative Committee on Administrative Questions (CCAQ) of the Administrative Committee on Coordination (ACC), should be reviewed and commented upon by the appropriate bodies of the United Nations system organizations. (See para. 28-32)

2. As a means for seeking to resolve existing concerns about the possible adaptation of RBB to the United Nations, and in order to assure an appropriate participatory role of Member States in adapting RBB to the United Nations, an Open-Ended Working Group should be established at the level of the Fifth Committee, to meet during the 54th session of the General Assembly and off-session as needed, within existing resource levels, at which Secretariat officials, including from Secretariats of other organizations to the extent possible, would provide briefings and respond to questions on all aspects of RBB. (See paras. 25-42)

3. Subject to a General Assembly decision to use RBB for the United Nations, the United Nations Staff College and the United Nations Institute for Training and Research (UNITAR) should be invited to conduct seminars and workshops to help familiarize staff and representatives of Member States with RBB. (See paras. 33, 37, 40 and 43)

4. Future reporting from the Secretary-General of the United Nations on RBB should include a comprehensive assessment of changes that would be required to assure the readiness of the Organization for RBB, regarding areas such as regulations, procedures, management information systems, and training. (See paras. 33-44)

5. Reflecting the uncertainty about how to reflect external factors in the accountability of programme managers under RBB, the Secretary General of the United Nations should submit to the General Assembly as soon as possible a report with recommendations on this matter, accompanied by the comments of the Advisory Committee for Administrative and Budgetary Questions (ACABQ) and the Committee for Programme and Coordination (CPC). (See paras. 58-62)

6. In view of their roles in the current programme budget process, the CPC and the ACABQ should be invited to comment on their respective roles under RBB. (See paras 67-71)

I. INTRODUCTION

1. United Nations General Assembly resolution 53/205 of 18 December 1998, entitled "Results-based budgeting", requested the Joint Inspection Unit in operative paragraph 11 "to undertake an analytical and comparative study of the experience of the bodies of the United Nations system that are implementing an approach similar to results-based budgeting and to submit its report no later than 31 August 1999".

2. In accordance with this mandate, the present report reviews the experience of organizations of the United Nations system with RBB regarding a number of issues or concerns of Member States reflected in the consensus-based resolution 53/205 and in the debate preceding the adoption of this resolution. Several additional issues also are considered that were not explicitly mentioned in the resolution or preceding debate but have attracted notice and deserve attention in this report.

3. The review is restricted to the regular budget experience with RBB techniques of the specialized agencies and the International Atomic Energy Agency (IAEA) since the proposal before the United Nations General Assembly primarily relates to the use of RBB for the regular budget of the United Nations. A number of United Nations operational funds and programmes, funded through voluntary contributions, the United Nations Development Programme (UNDP) in particular, are introducing budgetary innovations focussing on a results framework and corporate goals. However, although of interest, these experiences go beyond the scope of this report as they are not directly relevant to the immediate issue under consideration.

4. The programme budgets of the organizations, including those issued most recently, and the mandates given by their inter-governmental bodies with regard to budgeting methodologies have been reviewed. In addition, based on a preliminary desk review and the above mandate of the General Assembly, questionnaires were forwarded to the specialized agencies and IAEA. Those organizations provided useful information for the preparation of the report through their replies and/or during interviews with their knowledgeable officials responsible for budgeting and performance measurement. The Joint Inspection Unit expresses its gratefulness for their full and timely cooperation.

5. Following this introduction, the report consists of three substantive parts. The second chapter discusses the concept of RBB and contains a short overview of the current situation with regard to the types of budget used by the specialized agencies and IAEA. The third chapter lists the main concerns of Member States regarding the use of RBB and examines the experience of the specialized agencies and IAEA with respect to these concerns. The fourth chapter includes some general overall conclusions regarding what can be learned from the experience of the United Nations system organizations with RBB, or RBB-like, techniques.

6. The present report was completed without being able to take advantage of the "comprehensive and analytical report" of the United Nations Secretary-General on his

proposal for results-based budgeting that the General Assembly requested for consideration at its fifty-fourth session (para. 8 of General Assembly resolution 53/205).

7. This report is dedicated to the memory of the late Mr. Joachim Bilger, the former Controller of the World Intellectual Property Organization (WIPO). His untimely and tragic death in the line of duty is deeply regretted. He had led the way in developing the concept of RBB in the United Nations system, and in making practical application of this concept to WIPO. The System will greatly miss its leading pioneer and expert in the development of RBB.

II. BACKGROUND

A. What is results-based budgeting?

8. Results-based budgeting is not new, having been used for a number of years in both the public and private sectors of several developed and developing countries. However, the concept, with its methodology and definitions, cannot be automatically transplanted to the environment of international organizations in general, and United Nations system organizations in particular. United Nations system organizations -- with their multilateral, universal character -- cover broad areas of sensitive and complex political and socio-economic activities. Thus their decision-making processes seek to achieve a balance of interests through finding consensus among Member States which often have different views on priorities, objectives and results for the programmes of organizations. The search for improved budgeting processes must reflect these fundamental characteristics.

9. There is no fully agreed definition of what exactly constitutes results-based budgeting in general, and certainly not for the international organizations of the United Nations system. Nevertheless, there is a growing common understanding of the term, although the different definitions of the methodology being used stress different elements or attributes of RBB.

10. For the purpose of this report, it seems appropriate to use the definition of RBB offered by the Secretary-General of the United Nations:

> A programme budget process in which: (a) programme formulation revolves around a set of predefined objectives and expected results; (b) expected results justify the resource requirements which are derived from and linked to outputs required to achieve such results; and (c) actual performance in achieving results is measured by objective performance indicators. (A/53/500 of 15 October 1998, Summary)

11. Also useful is a more compact form of the definition presented at an internal briefing of the United Nations Secretariat on 19 July 1999:

> RBB is about formulating programme budgets that are driven by a number of desired results which are articulated at the outset of the budgetary process, and against which actual performance is measured at the end of a biennium.

12. RBB involves the creation of a logical framework, which is made up of such elements as: objectives, expected results, outputs, and performance indicators. Throughout the United Nations system, there are differences among the organizations in defining these terms (see Annex for "Glossary of results-based budgeting terms as defined by United Nations system organizations"). The logical framework establishes a top-down link and interrelationship among objectives and results and resource requirements. A key feature of the RBB process is the establishment of expected results, with the achievement of them measured by objective performance indicators This leads to performance measurement linking the achievement of results to the budget and thereby more transparency and direct

accountability of programme managers.

B. Overview of budgeting in the United Nations system

13. Until recently, two types of budget have existed in United Nations system organizations. The first type is the object-of-expenditure budget, which allocates resources to expenditures for items such as salaries, travel and equipment required to implement activities during a given period. The second is the programme budget which allocates resources to specific programmes and sub-programmes, generally based on succinct work plans and an indication of priorities.

14. Historically, there has been a general trend from the object-of-expenditure budget to the programme budget in the development of budgeting methodologies of organizations of the United Nation system. In 1989, five organizations of the United Nations system (the International Civil Aviation Organizations (ICAO), the International Maritime Organization (IMO), the International Telecommunication Union (ITU), the Universal Postal Union (UPU) and WIPO) employed object-of-expenditure budgeting (see Table 1 of JIU/REP/89/9, Vol. II in A/45/130), while in 1995 only three organizations (IMO, UPU and WIPO) still used this methodology (see Table 1 of ACC/1995/FB/R.49). In 1999, no organization is using object-of-expenditure budgeting.

15. The switch to programme budgeting by some specialized agencies , such as the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO), and the Food and Agriculture Organization of the United Nations (FAO) goes as far back as the 1950s and 1960s. Thus, several organizations had some 15 years of experience in programme budgeting when the United Nations adopted this budgeting methodology in 1974.

16. RBB is a third type of budgeting now emerging. The results-based budget is in large measure an evolutionary improvement on the programme budget. Both types of budget provide for resource allocations by specific programmes, with work plans and an indication of priorities. Often programme budgets have included elements related to expected results and strategic planning. The distinguishing feature of the results-based budget, as stated earlier, is its primary focus on expected results and the use of performance indicators to measure achievement of those results.

17. As can be seen from the table on the following page, with the exception of WIPO, a full application of the RBB process is not reflected in the most recent budget documents of the specialized agencies and IAEA; RBB is still at the developmental phase for these organizations. Nevertheless, all of the organizations reported that they are experimenting with RBB techniques, or already have integrated significant attributes of RBB techniques into their programme budgets. Thus, they are undertaking far-reaching budgetary reforms which are gradually leading towards the use of the RBB concept, and they are doing so in accord with the special characteristics of their organizations, taking into account their own existing procedures and traditions.

Table: Use of results-based budgeting elements in the budget documents of the Specialized Agencies and IAEA

	Objectives	Expected results	Outputs	Performance indicators	Performance measurement in terms of expected results and reported to the Member States in a separate document
ILO (Programme and Budget Proposals for 2000-2001)	✔		✔	planned	planned
FAO (Summary Programme of Work and Budget 2000-2001)	✔	planned in the MTP	✔	planned in the MTP	planned
UNESCO (Draft Programme and Budget 2000-2001)	✔	✔	✔	planned	planned
ICAO (Programme Budget of the Organization 1999-2000-2001)	✔		✔		
WHO (Proposed Programme Budget 2000-2001)	✔	✔		planned	planned
UPU (Proposals for the Programme and Budget 2000)	✔		✔	✔	
ITU (Draft Budget for 2000-2001)			✔		
WMO (Programme and Budget for 2000-2003)	✔		✔		
IMO (Work Programme and Budget for the Twenty-First Financial Period 2000-2001)	✔	✔	✔	planned	planned
WIPO (Draft Programme and Budget 2000-2001)	✔	✔	✔	✔	✔
UNIDO (Programme and Budgets, 2000-2001)	✔		✔		
IAEA (The Agency's Programme and Budget for 1999 and 2000)	✔		✔	"Indicators of success"	

For comparison purposes

UN (Proposed Programme and Budget for the Biennium 2000-2001)	✔	"Expected accomplish-ments"	✔		

III. CONCERNS REGARDING RESULTS-BASED BUDGETING: EXPERIENCE OF UNITED NATIONS SYSTEM ORGANIZATIONS

18. As mentioned in the introduction, in accord with the mandate for this report in para. 11 of resolution 53/205, this chapter analyses and compares the experience of the specialized agencies and IAEA regarding concerns about the use of RBB for the United Nations, i.e., concerns of Member States reflected in the resolution, and in the debate in the Fifth Committee preceding adoption of it, or concerns that otherwise have attracted notice and deserve attention in this report. The purpose is to see how other organizations of the United Nations system have addressed these concerns and determine what could be learned that would assist the General Assembly in its consideration of RBB.

19. Each section below addresses a specific concern, beginning with a statement of the concern, followed by a review of the relevant experience of the other United Nations system organizations, and ending with some comments or observations. In reviewing the experience of the organizations, the organizations are not named because the intent is to identify patterns that have emerged in the handling of a concern rather than to get into a detailed description of the practices of each organization. This approach also helps to compact the text and make it more readable.

20. As noted previously, the experience of other organizations of the United Nations system with RBB is still limited in varying degrees for each of them. This fact must be borne in mind when considering the relevance of that experience for application to the circumstances of the United Nations.

A. Requirement for RBB to address the needs and reflect the characteristics of the United Nations

21. *Concern:* The point was made in the Fifth Committee that, like a custom-made suit, one model of RBB could not be borrowed from somewhere else and just applied to the United Nations. As indicated in resolution 53/205, there must be assurance that RBB addresses the needs and reflects the characteristics of the United Nations. Were the General Assembly to approve the use of RBB, it would have to be refined to become a budget methodology by and for the United Nations. In particular, the new methodology must be designed to respect fully the political nature of the United Nations.

22. *Organization experience:* None of the Secretariats of the other organizations of the System indicated concern about RBB techniques addressing the needs and reflecting the characteristics of their organizations. Rather than concern about the use of RBB techniques not being appropriate for the special circumstances of their organizations, most of the responses from the organizations pointed out how the RBB techniques they are using help to meet the needs they now are facing, inter alia, to:

- provide Member States with actual results;
- put scarce resources in priority areas;
- assure more transparency for Member States in the budget formulation, approval and implementation process;

- improve the dialogue with Member States on proposed programmes and activities of the Organization; and

- ensure the competitive edge and relevance of their Organization.

23. *Comment:* The fact that none of the other organizations of the United Nations system indicated concern about adapting RBB to their specific needs and characteristics is significant because, as indicated in section B below, at least some organizations have experienced difficulty in making RBB concepts applicable to all sections of their programme budgets.

24. The experience of other organizations thus suggests that the requirement for adapting RBB to the specific needs and characteristics of an organization goes without saying for them; rather than seeing this concern as a possible block to the adoption of RBB, they have focused attention on resolving specific problems encountered. Indeed, it is notable that the other organizations, in their responses regarding this concern, stressed the benefits of RBB in meeting important needs that United Nations organizations now are facing.

B. Applicability of RBB concepts to all sections of the programme budget

25. *Concern:* Concern was expressed regarding the possible difficulty of applying basic RBB concepts to all sections of the United Nations programme budget. The need for knowing how "expected results", which are essentially unquantifiable or unpredictable, would be defined was cited. There also was reference to the difficulty of evaluating, or measuring, the results of complex and long lasting political activities in terms of "performance indicators", and doing so in a meaningful way within one biennium. As one delegate observed, the United Nations Charter goal of saving succeeding generations from the scourge of war is an objective that could not be achieved within one biennium.

26. *Organization experience:* None of the responses of the organizations regarding this concern indicated that the basic RBB concepts, such as "expected results" and "performance indicators", could not be applied to all sections of their programme budget. In fact, one response specifically assured that "there is no restriction in terms of size, complexity or 'politically-charged' nature" of activities for the applicability of RBB. Nevertheless, there was broad, if not universal, recognition among the organizations that doing so for some programme budget sections is difficult, and even so difficult in some cases that "one should not be too insistent". An alternative suggested for when the identification of meaningful results is not possible would be the use of workload statistics and output recording. It was interesting that most of those reporting difficulties indicated the difficulties were with the more quantifiable non-substantive (administrative and support) activities rather than the usually more qualitative substantive activities.

27. *Comment:* The experience of other organizations of the United Nations system indicates that application of basic RBB concepts to all sections of the programme budget can be difficult. Clearly how this concern is addressed for the special circumstances of the United Nations will require careful consideration by the Secretariat and the General Assembly.

C. Definition of key RBB terms: objective, output, expected result, performance indicator and performance measurement

28. *Concern:* In order for RBB to be successful in the United Nations, there needs to be a good and precise definition of each of the key RBB terms, such as "objective", "output", "expected result", "performance indicator", and "performance measurement".

29. *Organization experience:* As can be seen in the Annex, the organizations of the System do not agree on a specific definition for each of the key RBB terms. In fact, the organizations do not all use the same terms. This lack of agreed definitions has been noted in reports of the ACABQ (A/53/7 of 16 September 1998) and the CCAQ (ACC/1998/6 of 21 September 1998 and ACC/1999/6 of 10 February 1999).

30. While most organizations do have definitions for the terms they use, some have indicated that their definitions are not yet "official" and others have not yet developed specific definitions. Two organizations are using, or mostly using, definitions formulated by the United Nations in its *Guide to results-based budgeting* (Version 1.0 of 23 October 1998). Some use glossaries formulated for other purposes that already contain the terms being used, e.g., *A glossary of evaluation-related terms used in the International Civil Aviation Organization (June 1997).* Another organization has no "official" definitions of the terms, but uses an interpretation of them that for practical purposes is broadly in agreement with the JIU's *Glossary of evaluation terms* (JIU/REP/78/5 of November 1978 in A/34/286).

31. *Comment:* The lack of agreement among the organizations of the System on definitions for the key RBB terms suggests that this is an area of RBB development that still requires further consideration in a systematic manner without being rushed. A System-wide glossary of key RBB terms would help Member States, who participate in essentially all of the United Nations system organizations, to make comparisons among the organizations of the use of RBB in order to identify best practices and take advantage of lessons learned in one organization for the benefit of their participation in other organizations.

32. The key RBB terms will be included in an update of the *Glossary of financial and budgetary terms* that is being prepared by the CCAQ of the ACC. In order to assure appropriate guidance from Member States, such a glossary should be commented upon by the appropriate bodies of the United Nations system organizations. **(Recommendation 1)**

D. Readiness for RBB: regulations, procedures, management information systems and training

33. *Concern:* The need for caution in adopting RBB was stressed in view of uncertainty about how ready both the Secretariat and Member States are for it. This concern for readiness relates to possible requirements for RBB, such as: revised programme planning and financial rules and regulations; new procedures and a new management culture in view of the increased decentralization and delegation of authority; management information systems to provide for enhanced monitoring, reporting and evaluation; and extensive training for the Secretariat at all levels. Related to training, there was a concern that Member State understanding of and consensus on RBB

would be essential for its successful establishment at the United Nations.

34. *Organization experience:* Responses from the other organizations of the System indicated the significance of assuring the readiness of organizations for RBB. Reflecting their different levels of RBB implementation and their different internal circumstances, the readiness for RBB of the other United Nations system organizations has been quite varied. For example, one organization that is just beginning to implement RBB techniques has not yet initiated any specific readiness steps and is still operating on a "trial and error" basis to identify what would be required, whereas others have made, or expect to make, some significant changes, e.g. one organization will even have to amend its statute to allow for a biennial programme budget.

35. In regard to financial regulations and rules, some have found the new RBB techniques largely compatible with what now exists and others have had to make changes, e.g., to allow for transfers among objects of expenditures and to eliminate financial input controls. Most organizations reported having to make changes or adjustments in their internal administrative/budgetary and programming procedures to allow for, *inter alia*, financial authorization being decentralized to programme managers with new accountability and monitoring arrangements to reflect this.

36. The vital need for an effective management information system to implement RBB techniques was stressed generally by the organizations, with several having developed, or planning to develop, new systems to improve the underlying processes in the programme budget formulation phase and, even more importantly, the monitoring and reporting phases. One organization noted that its current management information system currently is too focused on inputs to provide adequate support for RBB and needs to be refocused on activities, outputs, and performance measurement in general as a basis for decision-making. Another indicated the need to provide on a real time basis indicators regarding the consumption of resources and the level of the completion of activities.

37. The central importance of training for implementation of RBB techniques also was stressed generally in the responses from the organizations. All of the organizations have conducted training of staff in one form or another, including, *inter alia*, briefing sessions for senior managers, detailed instruction on programme and budget preparations, presentations on the use of performance indicators, and workshops with external experts. Several organizations also reported on arranging for briefing sessions and workshops with Member States to keep them informed on changes for the new programme budget methodology.

38. *Comment:* The experience of other United Nations system organizations confirms the importance of assuring the readiness of both the Secretariat and Member States before adopting RBB for the United Nations.

39. Financial regulations and rules need to be reviewed to assure they are consistent with the intent and processes of RBB, with special attention to reflecting the new emphasis on results. As regards regulations and rules governing programme planning, the Secretary-General has suggested modification should await further experience because the existing regulations and rules for programme planning already "presage

the introduction of a results-based approach". (A/53/500, para. 33) Internal administrative budgetary and programming procedures should be adjusted to reflect the new management culture of RBB, including increased delegation of authority to programme managers and their accountability for performance. Management information systems must not be too focused on inputs for supporting effectively the new RBB processes, including adequate reporting for the benefit of both senior management and Member States on resources being consumed and results being achieved.

40. Ultimately, of course, none of the above serves any purpose unless staff at all levels -- and their staff association representatives -- are briefed fully on the nature and intent of RBB and given the specific training required for implementation of the new budget methodology.

41. As the organizations stressed in their responses, a major purpose of RBB techniques is to involve Member States more meaningfully in all phases of the programme budget process. For this reason, arrangements must be made to assure they are kept fully informed on changes planned for adapting to RBB, and to assure they participate effectively in developing these changes.

42. As a means for seeking to resolve existing concerns about the possible adaptation of RBB to the United Nations, and in order to assure an appropriate participatory role of Member States in adapting RBB to the United Nations, an Open-Ended Working Group should be established at the level of the Fifth Committee, to meet during the 54th session of the General Assembly and off-session as needed, within existing resource levels, at which Secretariat officials would provide briefings and respond to questions on all aspects of RBB. Officials from Secretariats of other organizations should be invited to participate to the extent possible. **(Recommendation 2)**

43. Subject to a General Assembly decision to use RBB for the United Nations, the United Nations Staff College and the United Nations Institute for Training and Research (UNITAR) should be invited to conduct seminars and workshops to help familiarize staff and representatives of Member States with RBB. **(Recommendation 3)** This would be in accord with Recommendation 1 of the JIU report entitled *Training institutions in the United Nations system: programmes and activities*. (JIU/REP/97/6 in A/52/559)

44. Future reporting from the Secretary-General of the United Nations on RBB should include a comprehensive assessment of changes that would be required to assure the readiness of the Organization for RBB, regarding areas such as regulations, procedures, management information systems, and training. **(Recommendation 4)**

E. Governance and involvement of Member States in RBB decision-making

45. *Concern:* There is a concern that the use of RBB in the United Nations would make it difficult for Member States to perform their proper governance function. This is because it is felt that RBB techniques might not allow Member States to be fully involved, as at present, in the full cycle of the programme budget process in accordance with existing United Nations regulations, rules and programme budget procedures. In particular, the view was

expressed that, although RBB would focus on results, attention on input management would still be required in view of the United Nations being an intergovernmental body.

46. *Organization experience:* While some of the other organizations of the System indicated they had not had sufficient experience with RBB techniques to comment on this concern, those with more experience reported that the use of RBB techniques has enhanced the governance role of Member States by increasing the effective involvement of Member States in programme budget decision-making. It was noted that it is the purpose of RBB to facilitate the work of legislative organs in assessing the merits of programme budget proposals.

47. Several of the organizations indicated that there has been only a slow shift in the focus of Member States from input control to monitoring the achievement of results. One organization indicated that, in fact, rather than a complete shift in focus from inputs to results, the main improvement of RBB is now a double focus on both inputs and results. They explained that, whereas the previous budget process focused on input review and questions of efficiency, the RBB approach focuses on the effectiveness and relevance of the organization. Thus there is now a double focus on both efficiency and effectiveness.

48. For some organizations, the use of RBB techniques has made no change in the level of budgetary information provided to Member States. For others, the detail of budgetary information made available to Member States for decision-making purposes would be expected to decrease, but it was noted that nevertheless such data often would be made available in a more effective manner for information purposes. One organization observed, however, it is hard in practice to distinguish what information is for decision-making purposes and what is for information only.

49. *Comment:* The experience of the other United Nations system organizations indicates that the use of RBB techniques has enhanced the governance role of Member States by allowing them to be better informed and thereby have more meaningful impact in programme budget decision-making and implementation. In terms of Member States remaining informed about input management, the organizations' experience indicates that the use of RBB techniques does not have to preclude this kind of data being made fully available to Member States, at least for information purposes. The distinction between what is provided for information purposes and what is provided for decision-making purposes, of course, in practice is not really as significant as it sounds since it is up to Member States themselves to determine how they use the information they are given.

F. RBB as a budget and/or staff reduction exercise

50. *Concern:* The concern was expressed that RBB would be used as a means for achieving cost and/or staff reductions in order to have a lower budget level.

51. *Organization experience:* No organization reported having used RBB techniques for budget or staff reduction purposes. In fact, the point was made by one organization that the use of such techniques has increased the support of Member States for the organization leading to expansion of activities and budget. Others observed that, however, when faced

with the need for reductions, the use of RBB techniques has assisted the organization in prioritizing their activities and enhancing their efficiency. As a tool to facilitate management of organizations, RBB techniques have assisted senior management in screening programme budget proposals and in reprogramming funds and redeploying staff from phased out projects to new priority areas. They also are reported to have led to efficiency gains in support services (e.g., printing and translation) as a result of more effective use of these services by substantive programmes.

52. *Comment:* United Nations system experience indicates there is no reason to consider RBB in itself as a budget and/or staff reduction exercise. Rather, the experience indicates RBB is a neutral management tool that can assist Executive Heads and Member States in prioritizing activities and rationalizing the use of resources to achieve more effectively either increases or reductions in budget and/or staff, as circumstances may require. In fact, by more openly linking resources to expected results, RBB serves to demonstrate for Member States and Executive Heads, in tangible and explicit terms, the extent to which there would or would not be negative consequences due to reductions in budget and/or staff that might be under consideration.

G. Quantitative results as the sole basis for justification of resource requirements

53. *Concern:* In view of the international, multilateral character of the United Nations, there was a concern that RBB would lead to expected quantitative results being used as the sole basis for justification of resource requirements. It was pointed out that simple quantitative information, as provided in the current format, is not a meaningful measure of a programme's success unless it is accompanied by qualitative information. Underlying this concern, there is perhaps a more fundamental one that basing justifications solely on results, quantitative or qualitative, raises questions about the role of Member States in the budget process.

54. *Organization experience:* Quantitative results are not the sole basis for the justification of resource requirements in the other organizations of the System. Most of them indicated that performance indicators for results could be qualitative as well as quantitative. The point was made that justifying resource requirements solely on the basis of quantitative results certainly was not the intent of RBB since it is meant to address qualitative aspects of results and of the impact of activities, in addition to just quantitative aspects. One organization indicated in this regard that RBB techniques have assisted more on the qualitative side in the justification of proposed activities. Nevertheless, at least some of the organizations did indicate the desirability of quantifying results where this is possible, and they are making efforts to develop meaningful performance indicators for this purpose.

55. In regard to the role of Member States in the budget process, the responses of the organizations stressed that the basic intent of RBB -- with its focus on results, as the term indicates -- is to increase the transparency of the programme budget process. They indicated this is meant to allow for an improved dialogue with Member States throughout the budget formulation, approval and implementation phases, and this intent largely has been achieved.

56. *Comment:* While some of the theoretical discussion about RBB may indicate the need for quantified results to serve as the basis for justifying resource requirements, the experience of the other organizations in the System with RBB makes it clear that this has not been the case in actual practice. The use of and need for considering qualitative aspects of results, as well as quantitative, is well recognized by the other organizations in the System, and this could be the expected practice in the United Nations as well.

57. Regarding the more fundamental concern about the role of Member States in the budget process, the experience of other organizations in the System makes it clear that justifying resource requirements on the basis of results, quantitative or qualitative, enhances that role rather than decreases it. The use of results for justifying resource requirements is intended to provide Member States with a more objective basis for making their decisions on programme proposals and for evaluating programme performance, but their judgement is still required to evaluate and interpret the meaning and relevance of the results used.

H. Taking account of external factors in RBB

58. *Concern:* Although not explicitly addressed in resolution 53/205 or in the Fifth Committee debate preceding adoption of the resolution, a great uncertainty and unease about how to take account of external factors, or uncontrollable circumstances, in determining responsibility for results underlies concerns about the use of RBB. If programme managers are to be held accountable for actual results and not just outputs, how is their accountability to be measured since factors beyond their control can play such a large -- and sometimes uncertain -- role, both positive and negative, in determining actual results?

59. *Organization experience:* This is a concern that is still being addressed within the other organizations. For example, the response from one organization noted "an obvious difficulty in the UN system context", which is that "actions by [the Specialized Agencies] and their effective impact are inextricably linked to, and dependent upon, action by Member Nations themselves".

60. Different approaches are being used among the other organizations to deal with this concern regarding external factors:

- The most common approach is to be sure that work plans, and thus the logical framework analyses, make allowance for the impact of external factors, but it is recognized that this is not always feasible.

- Addressing the problem of linkage to actions of Member States noted above, another approach is for the organization to develop partnership with its constituents -- by involving them as much as possible in the formulation of programme budget proposals -- so as to reduce the impact of at least those external factors related to the actions of its constituents.

- A third approach is to use reprogramming when significant external factors occur, i.e., adjust the expected results to the new circumstances.

- A fourth option is to define expected results narrowly so that their

achievement is largely within the control of the organization. Although some might think this represents little advance beyond current output budgeting, those advocating this option argue that "results" are not just "outputs" since "results" would record features that allow for the identification of effectiveness and emphasize the relevance to end-users. Furthermore, it is suggested, the "results" could be viewed in the context of external factors and thereby further demonstrate the degree of effectiveness and relevance of the organization.

61. *Comment:* A manner for handling this concern that is agreed and well understood, both within the Secretariat and among Member States, would be most important for instituting RBB since accountability of programme managers for results is so central to the effective implementation of this new budget methodology. The different approaches of the other organizations of the System in attempting to deal with this concern clearly indicate that further attention is required in determining how to take account of external factors, or uncontrollable circumstances, when using RBB techniques.

62. In view of the above, the Secretary-General of the United Nations should be requested to submit to the General Assembly as soon as possible a report with recommendations on how to reflect external factors in the accountability of programme managers under RBB. This report should be accompanied by the comments of the ACABQ and the CPC. **(Recommendation 5)**

I. Personal involvement and leadership of Executive Head for RBB

63. *Concern:* To what extent does the effective development introduction and implementation of RBB require the personal involvement and leadership of the Executive Head of an organization? This is a concern that deserves attention even though, similar to the previous one, it was not addressed explicitly in either resolution 53/205 or in the Fifth Committee debate preceding approval of the resolution.

64. *Organization experience:* For some organizations, it appears that the Member States have been a major motivating force in efforts to institute the use of RBB techniques. However, even in these cases, the Executive Head certainly supported such efforts. The other organizations indicated a leading role and personal commitment by their Executive Heads toward the use of RBB, although the extent of this did vary among the organizations. Demonstrations of the personal leadership role of Executive Heads include instances where performance indicators were added at the personal initiative of an Executive Head to those already mandated, or an Executive Head formed special senior expert and management groups to assist in developing and coordinating the use of RBB techniques in his organization. As one organization reported, the personal commitment of the Executive Head to the use of RBB techniques is most important in order to assure that RBB techniques are readily adopted by senior management and staff in the organizations.

65. Another important area where Executive Heads of the other organizations played a key leadership role was in presenting or introducing the use of RBB techniques to Member States. The

Executive Heads of several organizations made special efforts to consult with and involve Member States in the development of RBB techniques for their organizations, and to be sure that the needs and interests of Member States were being met.

66. *Comment:* Success in budgetary reforms, including RBB, requires a climate of trust and understanding between Member States and the Secretariat, and consensus among Member States. The experience of the other organizations of the System demonstrated the importance of Executive Heads toward achieving this goal by playing a leading role in developing and implementing RBB techniques, and also in involving Member States in the development process. Executive Head leadership toward the use of RBB techniques can be critically important for assuring the commitment of an organization's secretariat to the use of RBB and for achieving the effective participation of Member States in the RBB process, both of which are required for the use of RBB techniques to be successful.

J. Impact of RBB on the role of expert programme and budget review bodies

67. *Concern:* There has been a concern that RBB's shift in focus from inputs to results would lead to a significant decrease in the role and influence of expert programme and budget review bodies, such as the CPC and the ACABQ for the United Nations. Again this is a concern that is not explicitly reflected in resolution 53/205 or in the Fifth Committee debate preceding approval of the resolution, but there have been expressions of it.

68. *Organization experience:* Although some organizations had not yet had sufficient experience regarding this matter, those with experience indicated that the increased focus of RBB techniques on results has facilitated the work of expert review bodies by increasing the transparency of resource allocations, which would enhance their roles. Certainly none of the organizations indicated any reduced significance in the roles of expert review bodies due to the use of RBB techniques.

69. *Comment:* Judging from the experience of the other organizations of the System with RBB, there appears to be no reason to expect that the adoption of RBB for the United Nations would decrease the role and influence of either the CPC or the ACABQ. Clearly the role of the CPC would be significantly enhanced. The new focus on expected results in the Secretary-General's draft programme budget would make the CPC review of the programme budget proposals much more meaningful, and its report and recommendations therefore would play a more significant role in Fifth Committee decision-making on the draft programme budget. Perhaps even more significantly, the voice of the CPC would be greatly strengthened by its review of a much more meaningful programme performance report that would be based on actual results achieved. The CPC comments and recommendations on this report would provide critically important support for the Fifth Committee governance function.

70. However, although the role of the CPC would be enhanced, there would not be a corresponding decrease in the role of the ACABQ; the two expert review bodies are not in a zero-sum game situation. While RBB is intended to put more focus on expected results, and the results actually achieved, the record of the other organizations is that RBB also increases the

transparency of resource allocations. This would greatly assist the ACABQ in performing its continuing important role. As noted in section E of this chapter above, regarding "Governance and involvement of Member States in RBB decision-making", one organization made the point that the main improvement to be gained from RBB techniques is a double focus on both inputs and results. With a clearer linkage of resource allocations to expected results, the ACABQ's review of resource allocations would become even more meaningful in the future. Furthermore, the more meaningful programme performance report also would provide the Advisory Committee with a greatly improved basis for making its recommendations on the resource allocations projected in a draft programme budget.

71. In view of their roles in the current programme budget process, the CPC and the ACABQ should be invited to comment on their respective roles under RBB. **(Recommendation 6)**

K. Relationship between RBB and the Medium-Term Plan

72. *Concern:* Since the Medium-Term Plan is the principal policy directive for the United Nations, the possible adoption of RBB by the United Nations requires clarity about the relationship between RBB and the Medium-Term Plan (MTP). Like the previous three concerns, this matter was not addressed specifically in resolution 53/205 or in the Fifth Committee debate preceding approval of the resolution, but it is a concern about which there should be no question.

73. *Organization experience:* For those organizations of the System that currently are using medium- and long-term plans, the adoption of RBB techniques clearly has not detracted from such plans serving as the principal source of policy guidance for the organizations. Many of the organizations referred to the need for linking the RBB process to their medium- or long-term plans. Such plans provide a framework within which the objectives of the organizations are established for a specified period of time, and the programme budgets of the organizations serve as the instruments for implementing those objectives.

74. *Comment:* The experience of the other organizations of the System makes its clear that RBB is just a methodology used for preparing and implementing programme budgets without changing the source of policy guidance and objectives to be served by the programme budgets. The fact that the use of RBB techniques would not change the role of the MTP as the principal policy directive for the Organization should be clearly understood in considering adoption of RBB for the United Nations.

75. Rather than detracting from the role of the MTP, RBB techniques could bring new life and meaning to the MTP. The emphasis on defined results in the new methodology would allow for a clearer relationship between the programme budget and the MTP. This, in turn, could serve to improve the usefulness of the MTP by encouraging a more meaningful identification of tangible objectives in the MTP in order to serve as a solid basis for establishing expected results.

IV. LESSONS LEARNED

76. Chapter III demonstrates that the experience to date of the specialized agencies and IAEA with RBB has been mixed in regard to concerns raised about the use of the methodology for the United Nations. For some of these concerns, it is important to have seen that the experience can be considered reassuring. Of more direct significance for the purposes of this report, the experience of the organizations of the System also indicates a number of possible problems or difficulties related to some of the concerns that need to be given careful consideration in examining the Secretary-General's proposal to use RBB techniques for the United Nations.

77. As pointed out in previous chapters, however, the actual usage of RBB techniques is still very much in a developmental stage among the other organizations of the System. Thus, the lessons to be learned from their experience with RBB must be somewhat qualified.

78. Bearing this in mind, Chapter III indicates the following concerns require special attention by the Fifth Committee of the General Assembly in its consideration of the Secretary-General's proposal to apply RBB to the United Nations:

- Applicability of RBB concepts to all sections of the programme budget. The difficulty of some organizations in applying RBB concepts to all sections of their programme budgets indicates that this could be especially difficult for the United Nations programme budget in view of the broad range of activities included in it.

- Definition of key RBB terms. The lack of agreed definitions for key RBB terms among the organizations makes it clear this is an aspect of the new methodology that still requires further development. Without meaningful and well understood definitions for terms such as "expected results" or "performance indicators", in particular, the use of RBB techniques would fail to provide significant benefit compared to current programme budgeting techniques.

- Readiness for RBB. Readiness in all areas for RBB, including regulations, procedures, management information system, and training, is clearly important for the successful introduction of RBB, and measures to assure this require comprehensive attention.

- Taking account of external factors in RBB. The different approaches of the other organizations to taking account of external factors, or uncontrollable circumstances, in their use of RBB methodology indicates the need for giving this matter great attention in order to assure it is addressed effectively, and in a manner appropriate to the circumstances of the United Nations.

- Personal involvement and leadership of Executive Head for RBB. The personal leadership and involvement of Executive Heads can be critically important for success in both introducing and, more importantly, implementing RBB.

- Impact of RBB on the role of expert programme and budget review bodies. Both programme and budget expert review bodies could play an enhanced role in assisting the Fifth Committee of the General Assembly in taking full advantage of using RBB techniques by assuring a double, and reinforcing, focus on both efficiency and effectiveness.

79. While the concerns indicated above will require special attention in the Fifth Committee of the General Assembly, it is important to remember that chapter III also indicates the experience of the United Nations organizations has been reassuring regarding a number of other concerns. These other concerns, which of course still must be examined and decided upon in the United Nations context, are:

- Requirement for RBB to address the needs and reflect the characteristics of the United Nations. None of the organizations reported any question about RBB being able to address their own special needs and characteristics.

- Governance and involvement of Member States in RBB decision-making. They all stressed the potential of RBB techniques for enhancing the governance function of Member States by increasing and making more effective their involvement in the full cycle of the programme budget process.

- RBB as a budget and/or staff reduction exercise. Rather than being used for conducting budget and/or staff reduction exercises, RBB techniques have provided for the organizations a neutral management tool to assist in the prioritization of activities and resources so that either increases or reductions, as circumstances may require, can be achieved on a more informed basis.

- Quantitative results as the sole basis for justification of resource requirements. Qualitative as well as quantitative results are required for justifying resource requirements.

- Relationship between RBB and the Medium-Term Plan. The use of RBB in no way displaces the role of the Medium-Term Plan as the principal policy directive for an organization; the focus on results may help to improve the usefulness of the MTP by providing for a clearer relationship between it and the programme budget.

80. An overall point that emerges from this review of the experience of other United Nations system organizations with RBB is the strong support that RBB, at least as a concept, has gained throughout the United Nations system. All of the organizations indicated they are using and/or developing RBB, or RBB-like, techniques as a tool to achieve increased transparency and accountability for Member States through better linkage of programme performance to the budget.

81. The experience of the other United Nation system organizations with RBB and RBB-like techniques, even if somewhat limited, is an important source that certainly ought to be consulted in considering the proposed adoption of RBB for the United Nations. However, in trying to take advantage of this experience, as useful and important as it may be, one must keep in mind that possible lessons learned can be only suggestive in view of the still preliminary level of development of RBB in the other organizations, and the need to adapt the methodology to the special needs and characteristics of each organization. In

the end, the United Nations will have to be charting its own course in any decision it may make on the use of RBB budget methodology.

82. Many organizations have high expectations about what can be accomplished with RBB. While RBB could greatly assist in assuring the competitiveness and relevance of the United Nations for the new century, such expectations must be tempered by recognition that there is nothing magic about it. Like any other budget methodology, the benefits to be gained from the use of RBB for the United Nations ultimately will be determined by the care and judgement of both the Secretariat and Member States in their concerted efforts to apply it.

Annex

Glossary of results-based budgeting terms as defined by United Nations system organizations

Organization	Objective
United Nations	*An objective is* an overall desired achievement, involving a process of change and aimed at meeting certain needs of identified end-users/clients within a given period of time. Objectives can be met through reaching certain results.
ILO	The development objective essentially describes the ultimate reason for undertaking the programme/project. Development objectives are "higher-level objectives" and should be formulated within the context of the wider development objectives of the country and/or the social partners concerned. However, the development objectives of the programme/project should not necessarily be identical to the national development objectives, which may be too general for the programme/project concerned. The key word to the concept of the development objective is to contribute. The immediate objective describes the situation that is expected to exist at the end of the programme/project. It shows the change that the programme/project itself is expected to bring about. It shows in what way the target groups will be better off. The immediate objective, therefore, must be stated as ends to be achieved, not as actions to be undertaken or as means to be used. As far as possible, an immediate objective should be stated in quantifiable or verifiable terms. The keyword to the concept of the immediate objective is to achieve.
FAO	Objectives are the purposes and aims of an activity, representing the desired state which the activity is expected to achieve and are expressed in terms of the benefits to be realized by the target group. Objectives are usually conceived of in terms of hierarchical levels: achievement of the specific short or medium-term objectives of an activity (level I) should contribute to the fulfilment of broader, long-range objectives at a higher level which are beyond the range which the activity could achieve by itself (level II). Clearly-stated objectives can greatly facilitate evaluation, while vague or non-operational objectives make evaluation difficult.
UNESCO	*Objectives are* long term commitments, against which results are scaled.
ICAO	Objectives are the purpose and aims of an activity representing the desired state which is expected to be achieved within a given period, and directed towards an identified target group or location. Clearly-stated objectives can greatly facilitate evaluation, while vague or non-operational objectives make evaluation difficult. The conceptual framework of evaluation begins with the activity's objectives. The latter are usually conceived in terms of hierarchical levels as described below: Development (or higher level) objectives characterizes a programme level beyond or above the objective or purpose of a specific programme, project or process. It provides the reason for the activity and specifies a desired end towards which the efforts of ICAO, UNDP and/or the beneficiary country are being directed. It may be a macro- or multi-sectoral objective or simply a problem which a project or programme is expected to solve or make better. It is not synonymous with long-term objective. Immediate objective of a project, a term coined by the UNDP, refers to the change which is to be created or accomplished by the project for the purpose of correcting an identified problem. The change is the effect or result the project is expected to achieve if completed successfully and on time. The term immediate can be misleading. It implies there is another later objective, but a project has only one objective - due at project completion.
WHO	Being finalized
UPU	*Objectives are established at the corporate level. The term "Goals" is used for objectives at the level of tactics.*
ITU	
WMO	
IMO	*Objectives are* the purpose and aim of a project/programme, describing the desired state which is expected to be achieved within a given period (expected results).
WIPO	*An objective is* an overall desired achievement, involving a process of change and aimed at meeting certain needs of identified end-users/clients/ customers within a given period of time. Objectives should be realistic and attainable. Objectives are formulated in a way to reflect the aim at bringing about a change or benefit. Objectives must be achievable within the biennium.
UNIDO	*See definition by the United Nations*
IAEA	*Objectives are* the target or results to be achieved. *They are* what is expected ultimately to be achieved stated in terms of the need to be improved through IAEA involvement, *or* intended or expected results/effects. *Overall objectives are* the high-level targets to be achieved *to which* the programme element will contribute directly or indirectly. *Specific objectives are* the shorter-term targets or expected results to be achieved for specific target groups.

Organization	Inputs
United Nations	*Inputs are* personnel and other resources necessary for producing outputs and achieving results.
ILO	Inputs are the resources necessary to carry out the activities and produce the outputs. Inputs should normally be listed by source of funds, i.e., international and national contributions. The former usually includes funds for experts, consultants, purchase of equipment, training, evaluation, etc.; the latter may include salaries of local support staff and office premises.
FAO	Inputs are the goods, services, personnel and other resources provided for an activity with the expectation of producing outputs and achieving the activity's objectives
UNESCO	
ICAO	Inputs are the personnel, goods, services and other resources provided for an activity with the expectation that they will lead to outputs and to the achievement of the activity's objectives within a specified time-frame.
WHO	Being finalized
UPU	*See definition by the United Nations*
ITU	
WMO	
IMO	Inputs are personnel and other direct costs necessary for achieving outputs.
WIPO	Inputs are the staff and other resources mobilized to achieve the programme objectives.
UNIDO	*See definition by the United Nations*
IAEA	*Inputs (resources) are* the immediate products, services, or resources (financial, staffing, and support) sufficient to carry out the activities and produce the outputs.

Organization	Outputs
United Nations	*Outputs are* final products or services delivered by a (sub)programme to end-users/clients
ILO	Outputs are the products which result from the programme/project activities. They might be training materials, reports, curricula, or people trained. Outputs should be described as concretely and precisely as possible and in quantifiable terms.
FAO	Outputs are the specific products which an activity is expected to produce from its inputs in order to achieve its objectives. Since activities may appear in sequence or in stages or at different levels, it is important to note that one activity's output may serve as another activity's input, i.e., a training manual produced as an output of project A may be an input to project B. A project might also have intermediate outputs and inputs.
UNESCO	*Outputs are* products created by any action taken
ICAO	Outputs are the specific final products or services which an activity is expected to produce from the inputs provided. Since activities may appear in sequence or in stages or at different levels, it is important to note that one activity's output may serve as another activity's inputs, e.g., a training manual produced as an output of Project A may be an input to Project B. An activity might also have intermediate outputs and inputs.
WHO	Being finalized
UPU	*See definition by the United Nations*
ITU	
WMO	
IMO	*Outputs are* the specific products that can reasonably be expected to be produced by the project programme with the inputs provided and activities undertaken in order to achieve the stated objective.
WIPO	*Outputs are* services provided or products delivered irrespective of the benefits accruing from such services or products.
UNIDO	*See definition by the United Nations*
IAEA	*Outputs are* the immediate product or service that can be guaranteed as a consequence of IAEA's activities provided during programme delivery or implementation, i.e., the "deliverables" the programme element aims at producing.

Annex

Organization	Expected results
United Nations	*Expected results are* desired outcomes involving benefits to end-users/clients, expressed as a quantitative standard, value or rate. Results are the direct consequence or effect of the generation of outputs, leading to the fulfilment of a certain objective.
ILO	*Expected results* are described in the statement of the immediate objectives (see the *ILO definition of objectives*).
FAO	Expected results are the changes in the desired state which the activity is expected to achieve. There are as many levels in expected results as there are in objectives: the first level corresponds to effects, defined as the use to which outputs are put and by whom; the second level corresponds to impact, defined as a broader change in line with long-range strategic objectives and beyond that which the activity could achieve by itself.
UNESCO	*Expected results are* effects produced on reality by any action taken.
ICAO	Expected results should reflect the major outputs of the activities. They should be related, when applicable, to the underlying objectives of the Strategic Action Plan, which are to be achieved through the implementation of the respective activities and their outcomes. Expected results therefore contribute to the discussion of issues that are important for evaluation, such as the effectiveness and relevance of the activities themselves. Annual expected results should be placed at the sub-programme or programme element levels. They should represent precise and concrete results to be achieved during a yearly period. Special attention should be given to the incorporation into each statement of annual expected results, of the anticipated outputs of the activities and the probable users of the outputs, as a basis of the formulation of indicators of success.
WHO	Being finalized
UPU	
ITU	
WMO	
IMO	
WIPO	Expected results describe the derived outcomes of a programme, involving benefit to the end-users/clients, expressed as a qualitative or quantitative standard, value or rate. Results are the direct and often tangible effect or consequence of the delivery or an output/service, leading to the attainment of a certain objective. Results may relate to improvement in knowledge, skills, attitude, behaviour, condition, quality and timeliness or services, etc. Results should be specific, measurable, realistic and time-based.
UNIDO	*See definition by the United Nations*
IAEA	See the IAEA definition of objectives.

Organization	Performance indicators
United Nations	*A performance indicator is* a feature or characteristic used to measure whether the results have been achieved.
ILO	Indicators of achievement add precision to the formulation of the immediate objectives. Indicators provide verifiable evidence to assess the progress made towards the achievement of the immediate objectives of the programme/project. When an objective is stated in quantifiable and measurable terms the need to identify indicators is diminished.
FAO	Indicators are objectives and specific measures of changes and results expected from an activity. Specifically, they should measure actual versus the expected results; that is, the actual use made of outputs by the target beneficiaries. Performance indicators are user-focussed and "proxy" indicators are utilized where direct measurement is either difficult, costly or not feasible. They are built on pre-defined effectiveness criteria, which provide indications as to whether the activity is moving towards achieving stated objectives, but they should not be confused with impact indicators which are specifically developed to compare pre- and post-activity or project situation.
UNESCO	*Performance indicators are* tools built together with the project to record its implementation.
ICAO	Indicators are analytical tools which enable the objective of an activity to be represented in a format that is measurable against the actual outcome of the activity. Indicators should be explicit and objectively verifiable. They may be either direct or indirect (proxy) but, in either case, must be specifically related to a specific level of project or programme design e.g., objective, outputs, etc. Types of indicators include baseline date, end-of-project-status, performance indicators and progress indicators. Performance indicators measure or specify expected results at the output level and can be quantitative, qualitative or both. They are designed to provide a scale against which to measure and show the activity's progress towards producing its outputs and achieving its objectives. Indicators for performance should therefore provide the answer to the question: "What is going to show me that I have accomplished my objective?" To decide on an indicator, recall the objective of an activity and the target audience: What is the expected result of the effort and who is the intended user of the service? Progress indicators, as the name implies, measure progress at the work/activities/tasks level and include "bench-marks", "events" and "milestones".
WHO	Being finalized
UPU	*See definition by the United Nations*
ITU	
WMO	
IMO	Indicators are quantified measures of the desired results and may be expressed in cost terms or other relevant measures of performance, e.g., levels of services or outputs.
WIPO	*Performance indicators* describe features or characteristics used or measure the progress of the programme in reaching its expected results. A distinction is made between the indicator itself - characteristic - and its value, which is to be obtained by measurement. Indicators must be relevant, meaningful measurable, observable and verifiable. Indicators must be designed in a way that allows their measurement to be cost-effective. Two types of indicators are used. First, quantitative indicators involving amount, numbers, ratios or percentages. Second, qualitative indicators, which cannot be measured be means of numbers, but examine whether a situation or feature is present or not.
UNIDO	*See definition by the United Nations*
IAEA	*Performance indicators are* "yardsticks" or "indicators of success" for assessing whether the objective has been achieved or what progress has been made towards the objective. "Performance indicators" are results-oriented indicators specifying what is expected to be obtained through the use of IAEA in terms of benefits to Member States.

Annex

Organization	Performance measurement
United Nations	*Performance measurement* is the determination of values of performance indicators for a given period of time or at a certain reference date
ILO	
FAO	Performance measurement is the process of applying performance indicators and assessing results
UNESCO	*Performance measurement is reaching* conclusions of adequate analysis of performance indicators
ICAO	Programme performance assessment is used to describe those procedures and practices used to monitor the performance of programmes and projects and to judge their success. Performance assessment should place great emphasis on the acquisition of information about whether the results were achieved than on why they were not achieved. Assessment should be made on the basis of an internal monitoring/review system using qualitative as well as quantitative standards or criteria.
WHO	Being finalized
UPU	*See definition by the United Nations*
ITU	
WMO	
IMO	
WIPO	Performance measurement is the process of evaluating, on the basis of the performance indicators, the extent to which expected results have been achieved.
UNIDO	*See definition by the United Nations*
IAEA	

Sources:

United Nations:	United Nations *Guide to results-based budgeting*, Version 1.0, 23 October 1998.
ILO:	*Design, Monitoring and Evaluation of Technical Cooperation Programmes and Projects: A Training Manual*, ILO, 1996.
FAO:	Based upon *Glossary of evaluation terms*, JIU Report, JIU/REP/78/5 updated by current practice, as indicated by FAO.
UNESCO:	Definitions provided by the Secretariat in its reply to a JIU questionnaire.
ICAO:	*A Glossary of evaluation-related terms for use in the International Civil Aviation Organization (ICAO)*, June 1996.
WHO:	Information provided by the Secretariat in its comment on the draft JIU report on RBB.
UPU:	Definitions provided by the Secretariat in its reply to a JIU questionnaire.
IMO:	Definitions provided by the Secretariat in its reply to a JIU questionnaire.
WIPO:	Definitions provided by the Secretariat in its reply to a JIU questionnaire.
UNIDO:	Definitions provided by the Secretariat in its reply to a JIU questionnaire.
IAEA:	Definitions provided by the Secretariat in its reply to a JIU questionnaire.

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Report of the Joint Inspection Unit on the Review of the Administrative Committee on Coordination and its Machinery

Note by the Secretary-General

The Secretary-General has the honour to transmit to the members of the General Assembly the report of the Joint Inspection Unit entitled "Review of the Administrative Committee on Coordination and its machinery" (JIU/REP/99/1).

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REVIEW OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION AND ITS MACHINERY

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Joint Inspection Unit

Geneva
1999

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Acronyms

ACC	Administrative Committee on Coordination
ACC/SCN	ACC Subcommittee on Nutrition
CCAQ	Consultative Committee on Administrative Questions
CCAQ(PER)	Consultative Committee on Administrative Questions / Personnel
CCAQ(FB)	Consultative Committee on Administrative Questions / Finance and Budget
CCPOQ	Consultative Committee on Programme and Operational Questions
CCSQ(OPS)	Consultative Committee on Substantive Questions (Operational Activities)
CCSQ(PROG)	Consultative Committee on Substantive Questions (Programme Matters)
CPC	Committee for Programme and Coordination
ECHA	Executive Committee on Humanitarian Affairs
ECOSOC	Economic and Social Council
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environmental Facility
IAEA	International Atomic Energy Agency
IACSD	Inter-Agency Committee on Sustainable Development
IACWGE	Inter-Agency Committee on Women and Gender Equality
IASC	Inter-Agency Standing Committee
IBRD	International Bank for Reconstruction and Development (World Bank)
ICAO	International Civil Aviation Organization
IFAD	International Fund for Agriculture and Development
IMF	International Monetary Fund
ILO	International Labour Organization
IMO	International Maritime Organization
ISCC	Information Systems Coordination Committee
ITC	International Trade Centre
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
OC	Organizational Committee of ACC
OIAA	Office for Inter-Agency Affairs
TCDC	Technical Cooperation among Developing Countries
UNCED	United Nations Conference on Environment and Development
UNDCP	United Nations International Drug Control Programme
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNRWA	United Nations Relief and Works Agency
UNU	United Nations University
UPU	Universal Postal Union
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WTO	World Trade Organization

Executive Summary: Objective, conclusions and recommendations

Objective

To contribute to ongoing initiatives geared at strengthening the effectiveness and impact of the Administrative Committee on Coordination and its machinery and at improving its interaction with intergovernmental bodies in general and with those having a mandate for system-wide coordination in particular.

Conclusions and recommendations

A. Measures related to the Administrative Committee on Coordination and its functioning

A1. Conclusions and recommendations related to the Administrative Committee on Coordination

1. Conclusion A1.1

The Administrative Committee on Coordination is the only forum that brings together the executive heads of all organizations of the United Nations system, under the chairmanship of the Secretary-General. Recent initiatives, in line with the guiding principles agreed upon by ACC , have brought about a better sense of leadership and ownership among ACC members.

Recommendation A1.1

Executive heads are encouraged to continue to abide by the guiding principles which have set conditions for improving the effectiveness and impact of ACC by reinforcing their unity of purpose. Within the framework of these guiding principles, and in order to further enhance the coherence of United Nations system-wide plans and activities, executive heads should reinforce the leadership role of the Secretary-General as Chairman of ACC , and the lead role of other executive heads and their respective organizations as lead agencies in their specific mandates and competencies.

2. Conclusion A1.2

As a unique forum for furthering inter-secretariat cooperation and coordination in the United Nations system, ACC should remain relevant to all its participating organizations, in a constantly evolving international environment.

Recommendation A1.2

ACC should continue to demonstrate the relevance and impact of its work by:

(a) Addressing issues which lend themselves to system-wide scrutiny;

(b) Developing policy-oriented and forward-looking agendas which contribute to strengthen the system's capacity for forward planning and strategic thinking and its ability to respond rapidly and adequately to major international developments;

(c) Ensuring that, where appropriate, the outcomes of its meetings and those of its subsidiary bodies are more action-oriented and underline activities for which secretariats themselves are ACC ountable for implementation, and other issues requiring guidance or action from governing bodies.

3. Conclusion A1.3

ACC has evolved beyond its initial mandate as envisaged in 1946. Although it is composed of the chief administrative officers of its participating organizations, ACC has been increasingly involved over the years with policy issues. In a world of global communications where image is often the message, ACC 's current name may wrongly convey the message that it deals only with the administrative aspects of coordination.

Recommendation A1.3

Executive heads should pursue more actively their consideration of a new name for ACC which would better reflect the changes in its scope and functions, and submit in due course a proposal to the Economic and Social Council in that respect.

A2. Conclusions and recommendations related to the Administrative Committee on Coordination machinery

4. **Conclusion A2.1**

The working methods of ACC 's subsidiary bodies have been reviewed to increase efficiency and coherence in their functioning, and to develop synergies among them. By empowering the Organizational Committee (OC) and the standing committees to take decisions on behalf of ACC , delegation of authority can improve the decision-making process significantly, if it is to remain meaningful.

Recommendation A2.1

Implementation of the new working methods approved by ACC should entail that:

(a) Interaction among the four standing committees should be continuous and wide-ranging, so that their various outputs can be used optimally by ACC ;

(b) OC should continue to take a comprehensive look at all issues before ACC meetings in order to gain an overall perspective, while avoiding infringement on the authority delegated to the standing committees; in that respect, OC should not debate substantive matters falling within the competence of standing committees reporting directly to ACC ;

(c) The empowerment of OC, CCPOQ and CCAQ through delegation of authority should result in their names being reviewed to put less emphasis on their organizational or consultative functions.

5. **Conclusion A2.2**

Streamlining was among the objectives of the comprehensive reforms undertaken in 1993 and the current structure of ACC 's machinery reflects decisions made then. The structure and reporting lines of the subsidiary bodies of ACC need to continue to adapt to changing requirements, introducing when appropriate, flexible and innovative modalities for inter-agency collaboration.

Recommendation A2.2

Streamlining, and flexibility of coordination mechanisms should remain the targets of perodic reviews of the structure of the ACC machinery. ACC should therefore request OC and the standing committees to:

(a) Propose ways and means for avoiding the duplication of staff training mechnisms by using the United Nations Staff College as a system-wide institution, with the involvement of participating organizations in setting its work programme through the appropriate ACC subsidiary bodies;

(b) Pursue the review of the ACC Subcommittee on Nutrition (ACC/SCN) in order to insure that all organizations concerned with its activities are in a position to lend their full support to its programmes and related funding arrangements;

(c) Examine the need to have the Inter-Agency Standing Committee (IASC) become part of the ACC machinery, as the linkages between peace-building, humanitarian assistance and development become increasingly apparent.

6. **Conclusion A2.3**

Reform efforts of the ACC machinery have dwelled upon an improved secretariat support by participating organizations. For the United Nations in particular, the establishment of an Office of Inter-Agency Affairs (OIAA) is a welcome and overdue improvement which would provide support services and a continuity in real-time to the secretariat functions of ACC and its OC. Such a permanent secretariat, while being part of the United Nations Secretariat, benefits from staff seconded by some organizations.

Recommendation A2.3

Secretariat support for ACC should be of concern to all its members. To enhance the contribution made by OIAA, lead organizations and task managers should be encouraged by OC to become part of a wider "virtual secretariat" called uponmore frequently to prepare background papers and draft reports.

B. Measures to enhance the Administrative Committee on Coordination's management of information

7. **Conclusion B1**

The development of an ACC Information Network is considered by executive heads as part of their efforts to strengthen information flows among ACC members. It is important to insure that this project builds on major initiatives and developments within individual organizations, and that it fits well into the wider objective of an improved overall management of information in the United Nations system for which some recommendations made by ISCC have yet to be implemented. The successful

implementation of the ACC Information Network also requires that its objectives and financial implications are well known to, and fully supported by governing bodies.

Recommendation B1

The Secretary-General, as Chairman of ACC, should submit to the Economic and Social Council as part of the annual overview report of ACC for 1999, indications on efforts made by executive heads towards a system-wide coordinated management of information, outlining, inter alia, the status of implementation of recommendations made by ISCC, and the scope, content, estimated financial implications and expected benefits of the proposed ACC Information Network.

8. Conclusion B2

Nearly all organizations have developed intranets and Internet-based Web sites. Web sites on ACC and some of its subsidiary bodies have been or are also being developed. These Web sites are useful tools for providing information on line to different stakeholders. They can contribute not only to give more visibility to system-wide coordination efforts, but also to outreach civil society at large. To do so, they would need to take into account the universalism of United Nations system organizations and the objectives of the ACC Statement on Universal Access to Basic Communication and Information Services.

Recommendation B2

ACC should promote further efforts by all organizations to:

(a) Indicate on their Web sites under pertinent thematic activities, their contribution to the improvement of system-wide coordination either through ACC or other cooperative arrangements; similarly, Web sites on ACC and its subsidiary bodies, to be monitored under the aegis of OC, should focus on major activities being carried out and the results achieved;

(b) Apply to information made available on-line existing language policies for document distribution, unless otherwise directed by their governing bodies after consideration of related financial implications.

C. Interaction between the ACC and intergovernmental bodies

9. Conclusion C1

Coordination in the United Nations system is a shared responsibility between Member States and ACC. Nearly the same Member States participate in most governing bodies of the different organizations, and the decisions they take on policies and programmes are not always framed in the broader perspective of the interests of the system as a whole, nor do they always lend themselves to an enhanced coordination by secretariats. In addition, coordination at field level is sometimes hampered by lack of coordination and policy coherence between different levels of goverment in the recipient country.

Recommendation C1

The General Assembly may wish to call upon Member States to complement secretariats' inter-agency coordination efforts by better concerting and coordinating their own positions in the governing bodies of the different organizations within the system, and by exercising a more effective policy coordination at the national level within their Governments.

10. Conclusion C2

In the era of globalization, United Nations system organizations are more and more faced with situations whereby no single organization acting within the framework of its own mandate can address all aspects of cross-cutting issues to be resolved. Individual governing bodies need therefore to be regularly informed about policy issues addressed by other bodies, and in particular recommendations and/or decisions made by the General Assembly and the Economic and Social Council as central coordinating mechanisms with system-wide competence.

Recommendation C2

Legislative bodies which have not yet done so, may wish to request the executive head to submit, under a specific agenda item on system-wide coordination, a periodic report focusing on decisions and recommendations by central coordinating bodies or by other governing bodies, which have implications for the organization's programme and budget, and measures taken or envisaged to insure appropriate coordination and reinforce the unity of purpose of the system as a whole;

11. Conclusion C3

While Member States have called repeatedly for improved inter-agency coordination, it is essential to secure their continued support despite ongoing financial constraints in most organizations. Such support will depend on how much transparent and identifiable are the costs directly related to coordination, and benefits accrued thereon.

Recommendation C3

Legislative bodies may wish to request from executive heads a more complete and transparent submission of financial implications related to the inter-agency coordination process, along with cost-saving or efficiency measures taken.

12. Conclusion C4

The need to guarantee a full funding of the total budgets of jointly-financed activities has led to individual governing bodies being de facto committed to endorse the share of their organizations as determined by secretariats, without specific legislative approval of such total budgets.

Recommendation C4

The General Assembly may wish to reaffirm, as a matter of principle, its own role in approving on behalf of the system, the total budgets of all jointly-financed secretariats, which should be submitted through the Advisory Committee on Administrative and Budgetary Questions along with either the related cost-sharing formulas or expected contributions from participating organizations.

Introduction

"By the way they act and cooperate in ACC, executive heads must set an example that affects the culture of, and encourages genuine teamwork among the secretariats of the system."... "A new system-wide culture must emerge, based on systematic policy consultations, effective decentralisation, full respect of each other's mandates and competencies, and a common appreciation of the challenges ahead and of the respective strengths of the various organizations of the system in meeting them".

Kofi Annan, Secretary-General of the United Nations,
Chairman of ACC (in "ACC's annual overview report for 1996")

1. The Administrative Committee on Coordination (ACC) was established by the Economic and Social Council in its resolution 13 (III) of 21 September 1946, as a standing committee "for the purpose of taking all appropriate steps ,under the leadership of the Secretary-General, to insure the fullest and most effective implementation of the agreements entered into between the United Nations and the specialized agencies."[1] It is the only forum bringing together the executive heads of all organizations of the system. At present, participation in the ACC with full membership includes, besides the United Nations, 14 specialized agencies (ILO, FAO, UNESCO, ICAO, WHO, World Bank/International Finance Corporation, IMF, UPU, ITU, WMO, IMO, WIPO, IFAD, UNIDO, the IAEA and WTO, and 9 United Nations programmes and funds (UNCTAD, UNDP, UNEP, UNHCR, UNRWA, UNICEF, UNFPA, WFP, and UNDCP). In addition, the Rector of UNU may be invited to participate when issues of concern to the University are taken up. Furthermore, the Secretary-General invites the Deputy Secretary-General, the United Nations High-Commissioner for Human Rights, the Under-Secretary-General for Economic and Social Affairs, and, depending on the agenda, other senior United Nations officials to assist him and participate in ACC sessions as part of the United Nations delegation.

2. Over the years, the scope of ACC's work has expanded beyond its original mandate to embrace the coordination of programmes of the various United Nations organizations and, more generally, to promote cooperation within the system. Since 1946, and in particular in the 1990s, the winds of reforms have swept throughout the entire United Nations system, borne by the profound geopolitical and social changes in the world, and affecting the functioning of international organizations in many ways.

3. Owing to the dearth in financial resources and to a growing concern for an enhanced effectiveness and better results, United Nations system organizations have been under pressure to "do more with less". They have had to embark upon reform processes to adapt to the changing needs and expectations of Member States, as well as to the needs of new non-State stakeholders in the international arena.

4. Executive heads had to propose to their governing bodies the necessary measures required to develop a new management culture in their respective secretariats and to transform the organizations themselves into knowledge-based organizations, taking advantage of the expanding use of new information and communications technologies. Progressively, coordination thus became not only an issue of simply avoiding duplication - an exercise in itself rendered more difficult with the many cross-cutting themes that had to be addressed by several organizations in their fields of activities - but also implied building on synergies and best practices within the system.

5. While coordination was the *raison d'être* of ACC from its inception, it is also a shared responsibility between Member States and the executive heads of the secretariats of the organizations. Member States in the different organizations or even in different forums within the same organization have sometimes given mandates or approved programmes which were overlapping, if not conflicting with existing ones. For their part, executive heads, in some cases, and without prior consultations with other concerned organizations, have taken initiatives or made proposals to their governing bodies which had system-wide implications.

6. The present report represents the first review of ACC and its machinery undertaken so far by the Joint Inspection Unit. Drawing from its mandate as the only system-wide external oversight body, the Unit considered that it could bring a timely contribution to ongoing efforts to strengthen the effectiveness and impact of inter-agency coordination, and to enhance the interaction of ACC with intergovernmental bodies, particularly with the Economic and Social Council.

7. The report is divided into three chapters. Chapter I, on past and current efforts to reform the Administrative Committee on Coordination and its machinery, stresses that while ACC's past reform efforts did not always meet expectations, current reform initiatives, building on those taken in 1993 and engaged as part of the overall reform process within the United Nations system, have set the ground for the development of a new culture in inter-agency cooperation and coordination.

8. Chapter II entitled "the functioning of the Administrative Committee on Coordination and its

machinery: a new environment" looks into the functioning of ACC and its machinery, for which more details on the composition, mandates and frequency of meetings of the different organs are provided in annex I to the report. An assessment is also made on efforts to increase the effectiveness of ACC through greater coherence and efficiency in the decision-making process, strengthened secretariat support and improvements in the management of information.

9. Chapter III relates to the interaction between the Administrative Committee on Coordination and intergovernmental bodies" and underlines the shared responsibility Member States have in achieving a better coordination in the the United Nations system. It also makes an assessment of ongoing efforts and further measures conducive to an improved cross-fertilization between ACC on the one hand, and the General Assembly, the Economic and Social Council, the Committee for Programme and Coordination and other governing bodies, on the other hand. The chapter further advocates the need to secure from legislative bodies, a sustained support for coordination efforts, by providing to them a more transparent account of resources involved by, and expected outputs derived from an enhanced coordination in the system.

10. The inspectors who were involved in the preparation of the report have benefited from the support and cooperation of all those in charge of managing ACC and its machinery, and from the views of a number of representatives of Member States and executive heads. They would like to extend to all concerned their appreciation and gratitude.

Chapter I

Past and current efforts to reform the Administrative Committee on Coordination and its machinery

A. Reviews and reforms before 1993

11. Since its establishment in 1946, all aspects of the functioning of ACC including its mandate, structure, working methods, reporting procedures and secretariat support have been periodically reviewed to meet the evolving challenges resulting from changes in the global political, economic and social fields. The reviews and reform processes have been driven both by ACC itself and/or in response to resolutions or decisions of the General Assembly, the Economic and Social Council and CPC. While there is general agreement that reform is a process, it is equally important to have a historical perspective of why past reforms did not always meet expectations and the potential for new reforms to benefit from lessons learned.

12. The first major readjustment of the ACC framework was initiated pursuant to General Assembly resolution 32/197 of 20 December 1977. In that resolution, the Assembly stressed, inter alia, that the machinery for inter-agency coordination should be centred on ACC under the leadership of the Secretary-General and should "be streamlined and reduced to a minimum," and that "except where the discharge of permanent functions necessitates the retention of continuing machinery, maximum use should be made of flexible, ad hoc arrangements designed to meet the specific requirements of the intergovernmental bodies concerned and geared to policy-making and programming processes of the General Assembly and the Council". It also called upon ACC to adjust its agenda, functioning and reporting systems to "respond fully and promptly to the priority concerns, specific requirements and programme of work of the General Assembly and the Economic and Social Council".

13. Another important review was prompted by General Assembly resolution 40/177 of 17 December 1985, in response to which the Secretary-General issued in 1987 a report devoting considerable attention to the functioning of ACC and to inter-secretariat coordination (A/42/232). In his report the Secretary-General admitted that, while positive results had been achieved, the restructured machinery had not altogether fulfilled the original expectations. He also admitted that "executive heads attending ACC meetings felt the burden of having to examine too many questions of varying degrees of importance and of a very diverse nature" and that "the secretariat support for the Organizational Committee should be enhanced and the quality of documentation improved."

14. In spite of the progress being made, it was felt among Member States and executive heads alike that the impact of ACC on coordination still left room for further improvements. Some critics argued that, while executive heads did try to find answers to the challenges faced by ACC, not all the right questions were raised and/or properly addressed, and when they were, only cosmetic solutions were applied, every actor involved returning then to "business as usual." A few critics even considered that the most prominent aspect of coordination efforts in the past was the proliferation of "coordinocrats" who had little impact on the persistence of duplication or overlap in the system and the waste of limited resources.

15. Knowledgeable insiders had doubts about what ACC could achieve in view of its own limitations. In 1966, a former Under-Secretary-General for Inter-Agency Affairs

and Coordination wrote that ACC, "Because of its composition,.. cannot easily take a position detrimental to the interests of any agency or in opposition to the wishes of its executive head;...It cannot establish, though it may influence, the policy decisions which are fashioned through the inter-governmental organs of the United Nations, the specialized agencies and the IAEA"[1].

B. Lessons learned

16. Lessons to be learned from ACC past reform efforts are many. First and foremost, the leadership role of the Secretary-General as Chairman of ACC is an essential building block in organizing and guiding inter-agency coordination at secretariat level. Both the letter and intent of Economic and Social Council resolution 13 (III) which established ACC, and a countless number of other resolutions of the General Assembly and the Council, had emphasized the importance of such leadership. The ways in which this leadership is recognized and exercised can have a major impact on the functioning and efficiency of ACC.

17. At the same time, and because they have distinct mandates and are accountable to separate governing bodies composed of most of the same Member States, other executive heads needed to feel that, where their organizations have specific and recognized competencies, they would be called upon to play a lead role in ACC's related activities.

18. Other considerations needed to be addressed. Some specialized agencies felt that coordination was tantamount to overcentralization in favour of the United Nations itself. Some also felt that coordination was too often considered as an end in itself, rather than as a means to achieve improved delivery of outputs to different stakeholders, and thus resulted in a proliferation of coordination mechanisms, meetings and reports. There was consensus on the need to further strengthen information flows and the process of policy consultations, to improve the decision-making process and set up a more effective follow-up and monitoring mechanism. Last but not least, there was the recognition that inter-secretariat coordination must go hand in hand with intergovernmental and inter-ministerial coordination

C. Reforms introduced in 1993

19. The year 1993 constitutes a turning point in the reform process of ACC. Having in mind lessons learned from past reform efforts, ACC requested one former member who was tasked as a consultant, to review ACC's own role and functioning, including the structure and functioning of its subsidiary bodies. Based on his recommendations, ACC took decisive measures which still govern its current practices to a large extent. The reforms approved underpinned the need for ACC to evolve into a body which would provide impetus and effective direction under the authority of the Secretary-General. The review also highlighted the need for a revitalization of the Economic and Social Council, leading notably to the Council becoming the central policy-making body in economic, social and humanitarian affairs. The achievement of such goals was viewed by executive heads as a crucial condition for the improvement of coordination within the decentralized system in which this process is taking place.

20. The following guiding principles for the functioning of ACC were defined:

(a) The leadership role of the Secretary-General who, in his capacity as Chairman of ACC, and after appropriate consultations with concerned agencies, submits for discussion by ACC any programme or proposal of system-wide nature, and informs the Economic and Social Council and the General Assembly accordingly;

(b) The commitment by all members to carry out the necessary consultations within the framework of ACC when launching on their own initiative any operation requiring contributions from other members of ACC;

(c) The undertaking by executive heads of the agencies to convey to their governing bodies major initiatives within the United Nations system of particular relevance to their organizations.

21. New working methods were agreed upon. They establish, inter alia, a streamlined agenda for ACC which would contain two to three substantive issues apart from those dealing with administrative and personnel questions. Discussions on those issues would be based on documents prepared either by the subsidiary bodies or by one or two organizations as lead agency/agencies. As for the frequency of ACC meetings, it was decided that two yearly regular sessions would be held, one in the spring at a location other than New York, and the other in the autumn in New York during the General Assembly.

22. Concerning the subsidiary bodies of ACC, a major streamlining was undertaken, along with a more coherent reporting line. As a result, all subsidiary bodies were to report to ACC through OC or the standing commmittees. The only significant change to this new set-up came in 1996 with the addition of the Inter-Agency Committee on Women and Gender Equality (IACWGE). Being

responsible for organizing ACC sessions, overseeing document preparation and monitoring ACC's programme of work, OC would be composed of members working under the direct guidance of their respective executive heads, and it would receive its instructions from, and report to ACC.

D. Current reform initiatives

23. In 1996, in reviewing the reorganization approved in 1993, ACC considered that its own effectiveness and impact had been significantly improved since then. In order to take advantage of existing synergies and avoid institutional proliferation, decentralized methods of work and flexible arrangements have been introduced for the follow-up to recent global conferences, in particular through the establishment of task forces or the designation of lead agencies. The improvement of coordination at field level through the United Nations Resident Coordinator system was increasingly visible.

24. A number of joint initiatives or joint mechanisms have been launched, such as the United Nations System-wide Special Initiative on Africa, the Global Environmental Facility (GEF) or the co-sponsored United Nations Programme on HIV-AIDS. Following the discontinuation of the subcommittee on rural development referred to above, ACC endorsed in 1997 the arrangements for inter-agency follow-up to the World Food Summit, by establishing the ACC Network on Rural Development and Food Security , managed by FAO and IFAD, with a reporting line through CCPOQ or IACSD as appropriate. Working together and seeking commonalities and complementarities have led all participants, including the Bretton Woods institutions and the World Trade Organization, to better realize that no single organization is capable of addresssing multifaceted challenges. This new environment has contributed to develop adequately an increased sense of ownnership of the coordination process among ACC members.

25. Having committed themselves to a unity of purpose, in 1997 executive heads determined the requirements for a qualitative strengthening of the effectiveness and impact of ACC. Their stated objectives were threefold: first to bring greater policy coherence and functional complementarity into the system; second, to strengthen the system's collective capacity for forward planning and strategic thinking, with a view to formulating complementary responses and related implementation measures, including resource mobilization; and third, to enhance the system's flexibility and rapid response capacity to major international developments and crises. To achieve these goals, it was felt that ACC should promote a more continuous dialogue among its members, further streamline the ACC machinery and improve its functioning.

26. At its first regular session of 1998, and based on the above considerations, ACC approved an operational plan detailing specific measures to be implemented. They include

(a) Steps to be initiated by OC with the support of the Office for Inter-Agency Affairs to foster its monitoring capacity so that international developments and trends requiring coordinated and complementary responses by the system are brought to the attention of ACC;

(b) The establishment of an ACC Information Network in phases, starting with a first phase geared to the information needs of senior level management, to be later expanded to cover information on programmes and activities in member organizations;

(c) A mandate given to the Office for Inter-Agency Affairs to develop close contacts and linkages with inter-agency secretariats in order to provide improved secretariat support to ACC and OC;

(d) A request to the ACC standing committees and their subsidiary bodies to align their working methods and meeting arrangements to those of ACC itself, along with a mandate given to OC to coordinate on behalf of ACC the timing and sequencing of the meetings of those standing committees;

(e) Delegation of authority to OC and to the ACC standing committees to take decisions on behalf of ACC while submitting to ACC selected policy issues requiring its own attention.

Chapter II

Functioning of the Administrative Committee on Coordination and its machinery: new environment

27. The structure of ACC and its subsidiary bodies as shown in the organigramme below, is mainly the result of the reforms introduced in 1993, except for the establishment of IACSD and IACWGE, and the discontinuation in 1996 of the subcommittee on rural development. The composition and mandates of the different bodies of ACC, and reference to their reports for 1997 and 1998 appear in the annex. The potential for ACC and its machinery to continue to improve their functioning

will depend on the implementation of the different reform measures described in the preceding chapter.

A. Administrative Committee on Coordination

1. A forum for executive heads

28. As recalled in paragraph 1, the initial purpose of ACC was to ensure the implementation of the agreements between the United Nations and the specialized agencies. At its inception, ACC was therefore composed of the Secretary-General and the respective executive heads of the specialized agencies. With the consecutive establishment of the different United Nations funds and programmes, which took a progressively important role in addressing issues of system-wide content, their executive heads also became observers at first, and then full members of ACC.

29. Owing to its expansion, ACC became too large and too heterogeneous in the view of some executive heads of specialized agencies. It was occasionally suggested that participation should be limited to the Secretary-General and the executive heads of the specialized agencies, the argument being made that ACC should focus mainly on how to make the respective programme-budgets of the United Nations proper, on one hand, and those of the specialized agencies and IAEA on the other hand, more coherent and mutually supportive. Some executive heads also felt that ACC should not be a forum where, besides the Secretary-General, United Nations views are repeated by its numerous other component parts at lower echelons.

30. There is, however, a consensus that participation in ACC should be as wide as possible, and JIU itself has recommended in one of its reports on the United Nations University that the Rector should become a full-fledged member of ACC[2]. ACC is thus the only forum bringing together the executive heads of all organizations in the United Nations system, including the Bretton Woods institutions and the World Trade Organization. It has the formidable task of finding a unity of purpose among such a wide range of organizations, and to remain relevant to all of them despite their diversity.

31. The frequency of ACC meetings since the reform of 1993, outlined in paragraph 21, has been twice a year. It should be noted however that two consecutive Secretary-Generals have attempted in 1995[3] and again in 1998 ,[4] to propose a single annual session. Many arguments could be advanced in support of such a proposal. For those in charge of setting up the dates for the meetings, the conflicting commitments of executive heads made it increasingly difficult to schedule two annual sessions. On the other hand, new opportunities for frequent consultations at the level of the executive heads, through electronic means, such as videoconferences, were being used. In addition, delegation of authority to OC and to the standing committes, along with the decision to hold group meetings attended only by those organizations more directly concerned, are conducive to ACC meetings being more focused on limited system-wide issues. At ACC's first regular session of 1998, executive heads considered nonetheless that "the present pattern of two regular sessions of ACC a year offered an extremely valuable opportunity for personal interactions among them and concluded that it should, at least for the time being, be maintained."[5] This is an issue which should be revisited.

2. Leadership and ownership

32. In previous reviews and reports on ACC and in more recent statements from the Secretary-General, the case has been made for the need to adhere to the guiding principles which should govern inter-agency cooperation and coordination. Most of them are not new, but in the past, they were not always adhered to by all concerned. They include the reaffirmation of the leadership role of the Secretary-General of the United Nations, systematic policy consultations supported by an adequate and timely sharing of information, respect for the mandates of specialized agencies and the concept of lead agency, and above all, a common vision and strong personal commitment of executive heads to build on the strengths of their respective organizations.

33. As the statutory chairman of ACC, the leadership role of the Secretary-General is not only derived from Economic and Social Council resolution 13 (III), but has been reaffirmed in other resolutions of the General Assembly and the Council. More than a *primus inter pares*, the Secretary-General should be seen as the symbol of the unity of purpose of ACC members. His decisive and collegial way of exercising such a leadership has contributed to the new spirit in inter-secretariat cooperation, which also stresses the leadership of other executive heads in their respective fields of competence. By reinforcing the leadership role of the Secretary-General along with a strict and continued adherence to other features of the guiding principles, ACC would increase the sense of partnership and ownership among all executive heads.

34. The emphasis on policy consultations among executive heads is not new. It is worth recalling that, as far back as in 1969, ACC members had reached an agreement to carry prior consultations on work programmes. The Economic and Social Council adopted resolution 1549

(XLIX) of 30 July, 1970, in which it welcomed the agreement and invited "all organizations of the United Nations system in the interest of better planning of international action, to observe in the implementation of the arrangements for prior consultations, the spirit as well as the letter of these arrangements".

35. For the Secretary-General to stress three decades later the need for such consultations is indicative of the difficulties faced in implementing a guiding principle considered by all as essential. As pointed out by a former Under-Secretary-General for Inter-Agency Affairs and Coordination, "consultation is an indispensable element in the maintenance of the mutual confidence on which ACC depends; but consultation implies only that the views of those consulted will be weighed, and, if found valid, incorporated. Clearance, on the other hand, implies that those consulted must agree on a final text."[6] May be this view expressed in 1969 still deserves to be taken into account today if ACC members were to find that respect of each other's mandate may lead to inaction or duplication.

3. Relevance

36. Some executive heads admitted that, at times, ACC appeared in the past to be like a "club" where they did not belong and where expected outputs from planned meetings did not justify their attendance. ACC meetings in the last three to four years have registered the participation of all executive heads. Today, even its staunchest critics would admit at least that, if ACC did not exist, it would have to be invented. In the wake of globalisation, and whatever its limitations, ACC does offer a unique forum for inter-secretariat dialogue, consultation and accomodation, with a view to maintain the coherence of the common system, to enhance coordination in operational activities at field level, and provide a timely and coordinated response to global challenges. Remaining relevant to all its participating organizations should continue to be one of the major concerns and challenges of ACC, and the latest reform initiatives are meant to address this challenge.

37. Being relevant entails that ACC considers policy-oriented issues requiring executive heads to deal more with forward planning , strategic thinking and designing coherent plans to respond to global problems in which the component parts of the United Nations system play their respective parts according to their fields of expertise. ACC meetings have indeed focused lately on key issues and themes of system-wide importance requiring strategic direction, such as the reform process in the United Nations system, African recovery, the coordinated follow-up to global conferences, etc., while group meetings of selected organizations have dealt with issues requiring concerted actions among them.

38. At its second session of 1996, ACC approved a Joint Statement on Reform where it identified a number of broad objectives around which it intended to focus its own contribution to the overall ongoing reform processes in the United Nations system. Those objectives included, enhancing the capacity of the system to address effectively the challenges of globalization and those arising from post-cold war conflicts and emergencies; mobilizing and coordinating its contribution to the goals of poverty eradication, people-centered sustainable development and appropriate international response to environmental threats; promoting democratic governance and respect of human rights; and strengthening the system's interaction with private sector, Non-governmental organizations and civil society.

39. In this context, reforms engaged in all system organizations and in particular in the United Nations, are bound to affect the functioning of ACC. The Secretary-General has reorganized the Secretariat's work programme around five core areas (peace and security; economic and social affairs; development cooperation; humanitarian affairs; and human rights) and established executive committees in the first four areas, human rights being designated as cutting across the other areas. All departments, programmes and funds were assigned to one or more core group. In addition, three departments were consolidated into a single Department for Economic and Social Affairs, an identifiable Office for Inter-Agency Affairs was created and a United Nations Development Group established. These reform measures can enhance significantly the contribution of the United Nations and its different components to the activities of ACC and to the coordination process. Some of these issues and other related ones were the subject of a number of previous JIU reports, such as the report on "Coordination of policy and programming frameworks for more effective development cooperation"[7] and on "Strengthening Field Representation of the United Nations System"[8]

40. African economic recovery and related issues have been and remain a priority concern on the agendas of ACC. In 1997, the Committee kept under review progress being made through the United Nations System-wide Special Initiative as the implementation arm of the United Nations New Agenda for the Development of Africa in the 1990s. In 1998, ACC considered a report by the Secretary-General on the causes of conflict and the promotion of peace and sustainable development in Africa. It committed itself to continue to give priority attention to this item, while making an effort to focus on well-defined topics or clusters of policy issues in a view to reach agreement on common actions to be undertaken.

41. In relation to the follow-up of global conferences, in 1995, ACC established three inter-agency task forces, on Basic Services for All, on Full Employment and Sustainable Livelyhoods and on Enabling Environment for Social and Economic Development, chaired respectively by UNFPA, ILO and the World Bank. Those task forces were ad hoc and time bound mechanisms which were discontinued in 1997 after their work had been assessed by ACC. They developed a strong sense of commitment among participating organizations, including the Bretton Woods institutions, and contributed to translate the normative recommendations of the conferences into operational activities at country level.

42. With so many emergency issues and crisis situations stemming from developments around the world, the international community also expects the United Nations system to be able to respond rapidly and adequately. Peace-building has therefore been among the priority concerns of ACC. At its first regular session of 1997, ACC agreed that peace-building "should comprise integrated and coordinated actions aimed at addressing any combination of political, military, humanitarian, human rights, environmental, economic, social,cultural and demographic factors so as to ensure that conflict was prevented or resolved on a lasting basis, and that the process of long term and sustainable development was in place and was not interrupted where possible, or was resumed as expeditiously as possible"[9]. This led to the approval of the strategic framework approach, and to the decision to test it in Mozambique and Afghanistan.

43. Finally, relevance also implies that, while ACC has to focus on policy issues, what counts for most of its stakeholders are the real outcomes of coordination. Being action-oriented is therefore essential. Going through some of the important statements approved recently by ACC, it would be useful to have benchmarks or specific target dates for implementation on which executive heads would commit themselves or request guidance from their governing bodies if needed. Quite often, being action-oriented entails financial implications and, while some of them may be absorbed through cost-savings and efficiency measures, some may certainly require additional funding if approved, in which case governing bodies should be informed accordingly. Because the impact of ACC is a shared responsibility with Member States, it would better serve the implementation process if the respective roles of governing bodies and secretariats were clearly delineated.

4. Name of the Committee

44. One justification given for ACC's name is that the executive heads of its participating organizations are "Chief administrative officers" of their respective organizations. Despite the fact that the scope of ACC has largely expanded since its establishment in 1946, its name continues to convey the notion that the Committtee is dedicated to administrative issues or to the administrative aspects of coordination. However, as depicted in the present report, ACC has been increasingly dealing with strategic planning and major substantive developmental issues, including policy direction. In spite of past attempts, and most recently during ACC's second regular session of 1998, no conclusion was reached by executive heads on a possible new name. A new name should be more actively considered and proposed to the Economic and Social Council.

B. Subsidiary bodies of the Administrative Committee on Coordination

1. Impact of reforms

45. The subsidiary bodies of ACC and their functioning are vital for the effectiveness and the sustainability of coordination efforts within the United Nations system. The impact of recent reforms will depend not only on improved interactions among ACC's own subsidiary bodies, but also between these bodies and units within individual participating organizations.

46. With the exception of OC, CCPOQ, CCAQ (PER) and CCAQ (FB), which meet twice a year, all other subsidiary bodies have a yearly session. CCPOQ, CCAQ and ISCC are supported by jointly-financed secretariats located in Geneva, while other subsidiary bodies are supported by units within participating organizations. The subsidiary bodies constitute valuable forums for counterparts in the different organizations of the United Nations family to share experiences and best practices, and to reach agreed conclusions on how best to translate the unity of purpose called for by their respective executive heads.

47. The operational plan approved as part of the reform measures of 1998 emphasized the need for continued and improved interaction between OC and the standing committees, by encouraging them to promote synergies among them. In particular, a better sequencing of the meetings of the standing committees should contribute to ensuring that outputs from IACSD and IACWGE are used as inputs by CCPOQ, so that policy decisions related to sustainable development or dealing with women and gender issues are adequately taken into account in operational activities and management policies of participating organizations.

48. As part of the operational plan, delegated authority to OC and the standing committees is an important

efficiency measure which can significantly improve the decision-making process of ACC and make it more action-oriented. In doing so, it was also recognized that this new approach would imply careful monitoring and accountability arrangements to be managed by OC. On the other hand delegation of authority should remain meaningful. While OC should continue to have a comprehensive look at all issues before ACC meetings, care should be taken to avoid infringing on the authority delegated to the standing committees.

49. In that connection, the main role of OC should be to identify the agenda and expected outputs of the ACC sessions and ensure that background papers and other outputs are prepared in an appropriate and timely manner. As OC also monitors the overall functioning of the ACC machinery, including policy issues which cut across the work of various standing committees, it should utilize fully the contributions of the standing committees and subcommittees in carrying out these tasks.

50. Within the framework of the overall reform in the United Nations system, interaction and synergies should also continue to be developed between the ACC subsidiary bodies and related substantive units in the member organizations.

51. There was concern among some ACC members that the establishment of the executive committees could eventually lead to the specialized agencies being marginalized because they would be called upon to endorse what had been already decided upon through the executive committee process. Some point, for instance, to the fact that the executive committee for development cooperation has created, at the country level, country-specific frameworks of collaborative policy planning to serve as a common starting point for programme activities of all United Nations development funds and programmes, with the hope that the specialized agencies would join in.

52. During the twelfth session of CCPOQ, held in March 1998, the issue was raised and representatives of the Secretary-General gave assurances that the executive committee were United Nations internal management tools and not inter-agency coordination bodies. That division of labour was also reiterated by ACC itself at its second regular session of 1998, at which time ECHA and IASC were also mentioned in the same context. It was reaffirmed in particular that IACSD and CCPOQ remained the appropriate mechanisms for system-wide collaboration on substantive issues related respectively to Agenda 21 and to programmatic and operational activities. Both ACC and the Economic and Social Council have called for the strengthening of complementaries and enhanced interaction between the standing committees on one hand, and the executive committee and the United Nations Development Group on the other hand. This will require improved communication and exchange of information for which the Office for Inter-Agency Affairs can play a focal role.

53. Another impact of reforms shoud be a review of the names of OC, CCPOQ and CCAQ. Their current names put emphasis on their organizational or consultative functions, which was in line with their initial mandates. Later on, when IACSD and IACWGE were established, such emphasis did not prevail, despite the fact that they also had a consultative role. With the decision to delegate authority to OC and the standing committees, the time has come not only for some harmonization, but also for translating the empowerment of these committees. For instance, CCPOQ and CCAQ could eventually become the Inter-Agency Committee on Programme and Operational Questions (IACPOQ) and the Inter-Agency Committee on Management Coordination (IACMC), respectively.

2. Need for periodic reviews

54. Streamlining has been one of the recurring themes of almost every reform plan related to ACC and its subsidiary bodies. As mentioned in paragraph 25, it was among the objectives of the current reform efforts. However, the final objective should not be streamlining just for the sake of streamlining, but to get a better performing machinery by using, where needed, other flexible mechanisms. The ACC machinery should therefore be kept under constant monitoring and periodic review.

55. There is room for further streamlining, particularly in relation to staff training mechanisms. With the discontinuance of the Advisory Panel on operational activities training, to be followed hopefully by that of the Subcommittee on Staff Training, the United Nations Staff College in Turin should be used as a system-wide training institution, provided that all participating organizations have an input into its programme of work and that its reporting line through the ACC machinery be determined accordingly.

56. At its recent session in 1999, the ACC Subcommittee on Nutrition has been under review. Such a review should be actively pursued to ensure that the difficulties faced so far by this body on getting full support for its programme of work and the funding of its core budget, are resolved to the satisfaction of all concerned. In particular, with the major role played by FAO and WHO in the field of nutrition, fulfilling a mandate of coordination in that field without their unreserved support would have to be

justified to Member States, as this seriously raises the need to maintain such a mechanism. For instance , it should be noted with concern that, from the biennium 1994-1995 to the biennium 1996-1997, contributions to the core budget of ACC/SCN by FAO, IFAD and WHO were either entirely withdrawn or severely reduced. If such a situation cannot be solved at the level of the subcommittee or CCPOQ to which it reports, ACC itself should be called upon for its guidance.

57. The linkages between peace-building, humanitarian assistance and development have become increasingly apparent, as mentioned in paragraph 42 above. In that connection, the Inter-Agency Standing Committee which plays a key role as a flexible mechanism for consultation and collaboration could become part of the structural set up of the subsidiary bodies of ACC.

C. Improved secretariat support

58. Improved secretariat support to ACC and to its machinery was part of the objectives set out in the current reforms. It should carry the adhesion of all executive heads, who may contribute in diverse ways and not appear as the sole responsibility of a few organizations.

1. The Office for Inter-Agency Affairs

59. As mentioned above in paragraph 39, the Secretary-General decided to establish, in close cooperation and collaboration with the relevant departments, funds and programmes and organizations and agencies within the United Nations system, an Office of Inter-Agency Affairs (OIAA) to service ACC and promote continuous exchange of information and consultations throughout the United Nations system. OIAA started with a core staff coming partly from the Executive Office of the Secretary-General, to be reinforced by staff seconded by the programmes and agencies.

60. Recognition of the need to service ACC on a full-time basis is long overdue. The new Office should contribute to enhance the follow-up and monitoring functions entrusted to the Secretary of ACC and to OC. The Secretary-General informed ACC members in January 1998 that he was establishing OIAA and urged them to second staff to the Office on an ongoing basis. So far, staff has been seconded by ITU, UNIDO, UNCTAD, and UNDP for variable durations, and a possible secondment was under discussion with ICAO. Some organizations such as FAO, indicated that seconding staff to OIAA could have a negative impact on programme delivery, at a time when many organizations were still called upon to do more with less, or expected to maintain their programme budgets under zero nominal growth.

61. For 1998-1999, no specific allocation was made in the programme budget of the United Nations for the establishment of OIAA. Considering its mandate, which is to service ACC on a full-time basis, the fact that it is called upon to interact continuously with the subsidiary bodies of ACC and with units in the different secretariats dealing with inter-agency affairs, and even its overall funding basis which is jointly financed by the United Nations and those organizations seconding staff, OIAA would appear as a rightful subsidiary body of ACC. The Secretary-General has decided nonetheless to retain the Office as part of the United Nations Secretariat. Consequently, the total resources of the Office should be shown under a specific budget line, and expected contributions from sources other than the regular budget should be clearly identified. In addition, the missions entrusted to other units in the Secretariat should be reviewed to avoid duplication and allow a symbiotic coordination between them and the Office.

2. Other forms of support

62. As a matter of policy, secretariat support to ACC and its subsidiary bodies should be viewed by all executive heads as an additional litmus test of their commitment for improving the functioning of the ACC machinery, and for developing partnerships and a sense of ownership. This being said, secretariat support should not be limited only to secondment of staff to OIAA, as there are other possibilities of mobilizing such support.

63. Providing chairpersons and secretaries to the different subsidiary bodies, along with related logistical facilities is another way to support ACC and its machinery. So are contributions made through the task force or lead agency approaches. The inspectors note that, owing to a combination of factors (some chairs are statutory while some are filled by rotation), the United Nations itself is currently providing the chair for CCAQ-High Level, CCPOQ, IACSD and IACWGE, in addition to the statutory chair of OC, not to mention a number of secretaries for different committees and subcommittees, as reflected in the annex to the present document.

64. For organizations unable to second staff to OIAA, and in particular lead agencies or those having task managers, possibilities for them to be part of a wider "virtual secretariat" using electronic means should be more frequently used. OC and the standing committees could call on them more frequently for instance to prepare background papers and/or to draft reports.

D. The Administrative Committee on Coordination and the management of information

65. Much emphasis has been put by ACC on the need for improved exchange of information among secretariats and for making information available not only to constituents, but also to the public at large. With the advent of the new information age and the developement and rapid expansion of new information and communication technologies, executive heads felt the need to coordinate policies and practices to ensure a wider accessibility to, and dissemination of information. For that purpose, they established initially an Advisory Committee for the Coordination of Information Systems (ACCIS) which was discontinued and then replaced in 1993 by the Information Systems Coordination Committee (ISCC).

66. By mid-1992, the Optical Disk System (ODS) developed by the United Nations became operational, allowing on-line access to most of its parliamentary documents. Similar possibilities were progressively offered in many other organizations.The more recent evolution came with the Internet revolution. All United Nations system organizations with the exception of UNRWA now have a Web site and have developed their own intranets. With the wealth of information available on-line, a United Nations International Organizations Network Search System (UNIONS) was set up to help find relevant documents scattered among various United Nations agencies.

67. In 1997, ACC adopted a "Statement on Universal Access to Basic Communication and Information Services"[10] and gave the green light for the development of a United Nations system-wide Intranet that "would facilitate inter-agency cooperation and effective integration of the competencies of all concerned organizations in support of country-level action."[6]

1. Follow-up to recommendations of the Information Systems Coordination Committee

68. An ISCC Task Force on Expanded Internet-based Services (TF/NET) made pertinent recommendations that have yet to be fully implemented. TF/NET has recommended, inter alia, that all agencies support the further development and use of UNIONS and that the United Nations consider granting limited access to ODS, free of charge, to other agencies which are members of ACC. The beneficiaries and target audience would be Web users worldwide for UNIONS, and all staff at all agencies for ODS.

69. Concerning the development of a United Nations system-wide Intranet, TF/NET felt that the issues to be resolved were both technical (access controls which insure that only authorized users have access to applications and data; choice of data transports which impact on quality of services; price and security) and content-related (what information can or should be made available on-line and with which definitions? Who should submit and update the information?) These issues need to be resolved in a coordinated manner.

2. The ACC Information Network

70. At its first regular session of 1998, ACC decided that an ACC Information Network will be completed in two phases under the guidance of OC and the support of ISCC, using, wherever possible, existing modes and capabilities already available in the system. The first phase, called EInet (Executive Information network), would be geared to the information needs of senior management. In the second phase, the network would be expanded to cover information on programmatic activities of member organizations.

71. With this background in mind, it should be recalled that, quite often, pertinent information technology initiatives or projects suffer from lack of a wider perspective, adequate funding, and timely implementation. In that respect, securing the understanding and support of governing bodies is essential. The annual overview report of ACC to the Economic and Social Council should contain detailed indications on efforts made by executive heads towards a system-wide coordinated management of information outlining, inter alia, progress made in the establishment of EInet, plans for its further development into a wider ACC Information Network, schedule for the implementation of approved recommendations of ISCC, and other issues of information management deserving a common approach, including their financial implications and expected benefits for each participating organization.

3. Administrative Committee on Coordination and the use of the Internet

72. A visit to the Web sites of different organizations has revealed some deficiencies which should be corrected, or practices that should be emulated.

73. On thematic issues, such as poverty reduction, nutrition, etc., agencies tend to highlight their individual programmes and activities and seldom is there a mention of efforts made to coordinate those activities with other system organizations, either in the framework of ACC or otherwise; few organizations even mention, for instance the United Nations Special Initiative on Africa which was

heralded as the most important collective effort by United Nations system organizations to support African development. A special mention should be made, however, for the commendable initiatives by UNDP to post a specific page on "achievements on poverty eradication", available only in English, and by UNESCO to have a detailed section on the Special Initiative on Africa.

74. Concerning ACC itself, the Web site of the United Nations contains a chapter on the role of the Secretary-General, without any reference whatsoever to his role as Chairman of ACC. A specific Web site on ACC still mentioned in January 1999, under CCPOQ, the subcommittee on rural development which was discontinued in 1997, while it does not list among the standing committees of ACC, the IACWGE established in 1996. More coherence and reliability are required. For instance, data concerning the activities of all subcommittees should be regrouped under the Web site of the standing committees to which they report, and OC should take steps to monitor all such Web sites to ensure that they are regularly and accurately updated. In addition, to show their unity of purpose, it is also important to ensure that information provided by one organization about cross-cutting issues, does not contradict the basic policies of other concerned organizations.

75. As shown in table 1, some Web sites provide information in English only, while others do it in two or more languages, some of which are not necessarily official languages, for example, Japanese and Korean, for the UNHCR Web site. Not only is it important to ensure that all Member States have an equal access to on-line information in one of the official languages but, by advocating the need to open up to wider audiences, United Nations system organizations have committed themselves to make such information available in more than one language. It is the responsibility of legislative organs to decide otherwise, and related financial implications should be submitted to them for action. Inasmuch as possible, language policies for posting information on-line should conform to existing policies of individual organizations for paper form document distribution.

ORGANIGRAMME OF THE ADMINISTRATIVE COMMITTEE ON COORDINATION AND ITS SUBDIARY BODIES

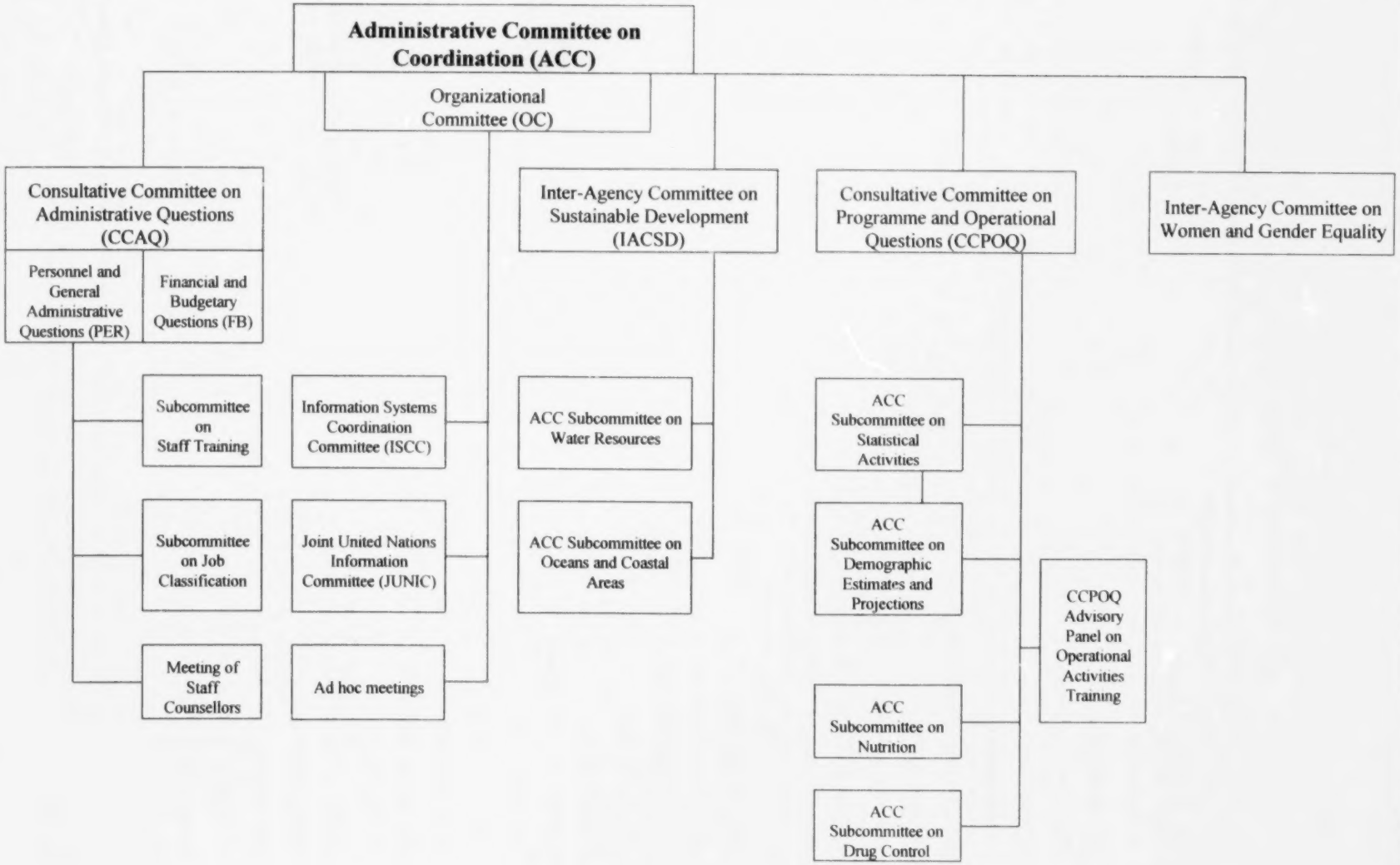

Table 1
United Nations system Web sites and language policies

		OWSL** on Web site	Languages*** on the web site
A.	**Participating organizations of ACC and their URLs***		
	United Nations (www.un.org/)	A	E, F, S, R, A
	ILO (www.ilo.org/)	A	E, F, S
	FAO (www.fao.org/)	A	E, F, S
	UNESCO (www.unesco.org/)	A	E, F
	ICAO (www. icao.int/)	no	E, F, S
	WHO (www.who.int/)	A	E
	World Bank (www. worldbank.org/)	B	E
	IMF (www. imf.org/)	no	E
	UPU (www. upu.int/)	A	E, F
	ITU (www.itu.int/)	A	E, F, S
	WMO (www.wmo.ch/)	A	E, F, S
	IMO (www.imo.org/)	B	E, F, S
	WIPO (www.wipo.org/)	B	E, F, S
	UNIDO (www.unido.org/)	B	E
	IAEA (www.iaea.or.at/worldatom)	B	E
	WTO (www.wto.org/)	A	E, F, S
	IFAD (www.ifad.org/)	A	E
	UNCTAD (www.unicc.org/unctad)	B	E, F, S
	UNEP (www.unep.org/)	A	E
	UNDP (www.undp.org/)	B	E
	UNFPA (www.unfpa.org/)	B	E, F
	UNICEF (www.unicef.org/)	NO	E, F, S
	WFP (www.wfp.org/)	A	E
	UNDCP (www.undcp.org/)	A	E, F, S
	UNHCR (www.unhcr.ch/)	A	E, F, D, J, K
B.	**ACC machinery and its URLs**		
	ACC (www.un.org/esa/coordination/acc	NO	E
	IACSD (www.un.org/esa/sustdev/iacsd)	NO	E
	ISCC (www.unsystem.org/iscc)	A	E
	SCN (www.unsystem.org/accscn)	B	E

* **URL** - Universal Resource Locator
** **OWSL** - Official Web Site Locator for the United Nations system: A=on homepage; B= on another page; NO: no mention at all
*** **Languages**: A=Arabic; D= German; E= English; F= French; J= Japanese; K=Korean ; R= Russian; S= Spanish.

Chapter III

Interaction between the Administrative Committee on Coordination and intergovernmental bodies

A. Role of Member States

76. An effective and efficient coordination in the United Nations system is a shared responsibility between Member States and ACC. As recalled by the Secretary-General when advocating a new culture in inter-secretariat cooperation, "This new culture at the level of the secretariats will need to be complemented by a deliberate effort within Governments to concert and coordinate the positions on both policies and programmes they take in the governing bodies of the various organizations, and by a genuine concern to ensure that such positions are framed in the broader perspective of the interests of the system as a whole, and serve to advance the system's cost-effectiveness and overall impact."[11]

77. Member States could indeed complement and enhance secretariats' efforts by better concerting and coordinating their own positions in the different governing bodies, and by exercising a more effective policy coordination at national level within their Governments. The General Assembly may wish to make a solemn call to Member States in that respect.

B. Interaction with the General Assembly

78. Chapters IX and X of the Charter of the United Nations organize the relations between the General Assembly and the Economic and Social Council on one hand, and the specialized agencies on the other hand. In particular, Articles 58, 63.2 and 64 empower the General Assembly and the Economic and Social Council to make recommendations for the coordination of the policies and activities of the specialized agencies. Consequently, the General Assembly and the Economic and Social Council play a central coordinating role in the United Nations system and their interactions with ACC are therefore an important aspect of the functioning of ACC.

79. The most recent resolution of the General Assembly having an impact on the work of ACC is resolution 53/192 of 15 December 1998, on the "Triennial policy review of operational activities for development of the United Nations system", in which the Assembly stressed, inter-alia:

(a) The need for all organizations of the United Nations development system to focus their efforts at field level on priority areas as identified by recipient countries, taking into account their respective mandates, and with a view to avoid duplication and enhance complementarity;

(b) The need for a continuous overall improvement in the effectiveness, efficiency and impact of the United Nations system in its delivery of development assistance, while welcoming progress made towards that end;

(c) The need for the funds and programmes and the specialized agencies to have a full and active participation in the preparation of UNDAF;

(d) The need for gender mainstreaming in all fields of operational activities undertaken by the United Nations, particularly in support of poverty eradication;

80. By resolution 53/192, the General Assembly encouraged further efforts to improve the Resident Coordinator system and requested the Secretary-General to make it more participatory in its functioning at field level. United Nations system organizations were further requested to lend their support to the Resident Coordinator system, a subject which was addressed by the JIU report on Strengthening Field Representation in the United Nations system[8]. For the follow-up to the resolution, the General Assembly reaffirmed that governing bodies of the funds and programmes and the specialized agencies should take appropriate action to implement it. Executive heads were therefore requested to submit an annual progress report to their respective governing bodies, while the Secretary-General was requested for his part to consult with other executive heads and to submit a progress report to the Economic and Social Council at its substantive 1999 session.

81. Considering that it was important to ensure strong support and consistent messages by all executive heads on the implementation of resolution 53/192, ACC approved at it first regular session of 1999, upon recommendation from CCPOQ, an "ACC Statement on the Implementation of General Assembly resolution 653/192." In its Statement, ACC committed itself to continue to take all necessary steps in view to (a) provide all recipient countries effective development support through full coordination at the global, regional, and country levels, and (b) to give full effect to the provisions of the resolution dealing with the coordinated follow-up to global conferences and different thematic issues such as gender in development, Technical Cooperation among Developing Countries, capacity-building, etc. Furthermore, ACC decided that CCPOQ will prepare relevant guidance and guidelines on the strengthening of country-level cooperation through the Resident Coordinator system.

C. Interaction with the Economic and Social Council and the Committee for Programme and Coordination

82. The need for a close working partnership between the Economic and Social Council and ACC was recognized by both parties and, in its resolution 992 (XXXLI) of 2 August 1963, the Council requested the Secretary-General, as Chairman of ACC, to arrange for a meeting between ACC, the Officers of the Council and the Chairman of the Council's Coordination Committee to discuss practical and effective means to bring about a closer relationship between the two bodies.The first meetings in 1964 and 1965 proved so useful that the Council decided in 1966 that its reorganized Special Committee on Coordination would participate in appropriate joint meetings with ACC.

1. Resolution 1643 (LI)

83. However, there was a time in the past when the relations between ACC and the Economic and Social Council were not particularly harmonious, for various reasons. While the central coordinating role of the Council is embedded in the Charter as mentioned above, Member States have sometimes felt that executive heads were infringing on their prerogatives by dealing with policy issues, and that ACC's annual overview reports tended to conceal differences among organizations which the Council should be aware of.

84. Executive heads of some specialized agencies, without overtly denying the central coordinating role of the Economic and Social Council, considered for their part that the process of coordination was leading at times to unjustified encroachments on the mandates of their organizations, and they firmly advocated their right, if not their obligation, to be accountable first and foremost to their own governing bodies.This difference of perception resulted in the adoption by the Council of resolution 1643 (LI) of 30 July 1971, which recalled that "the policy-making role in the United Nations system is the prerogative of Member States represented in the competent organs of the system and that the different secretariats perform the functions assigned to them by those organs, in accordance with the constitutional provisions of each organization and agency"

2. The revitalization of the Economic and Social Council

85. For ACC, a revitalization of the Economic and Social Council is a *sine qua non* for the Council to perform its coordinating mandate more effectively, a condition also stressed in the review conducted in 1993 which led to the major reforms of ACC and its structure and methods of work, described in paragraphs 19 to 22. Since 1991, at least three important resolutions of the General Assembly have dealt with further measures for the restructuring and revitalization of the United Nations in the economic, social and related fields, namely, resolutions 45/264 of 13 May 1991, 48/162 of 20 December 1993 and 50/227 of 24 May 1996. They all stressed the role of the Economic and Social Council in providing coordination and guidance to the United Nations system. In resolution 50/227, in particular, the Assembly reiterated the role of the Council as the central mechanism for coordination of the activities of the United Nations system and its specialized agencies.

86. The Presidents of the Council in 1998 and in 1999 have been very active in promoting such a revitalization of the Economic and Social Council and new methods of interaction with ACC have been developed. Opportunities were taken within the Council to build constructively on the work of United Nations system organizations. In his statement at the conclusion of the work of the substantive session of 1998, the President of the Council highlighted a series of "firsts" in the activities and working methods of that organ, as follows:

(a) The Secretary General addressed the organizational session of the Economic and Social Council, thus influencing the evolution of the work of the Council;

(b) A special high-level meeting between the Council and the Bretton Woods institutions was convened, and the Council held a unique session on the coordinated and integrated follow-up to global conferences during which panel discussions allowed contributions from chairpersons of the functional commissions of the Economic and Social Council, the executive secretaries of the Regional Commissions, the chairpersons of the Executive Boards of the funds and programmes and the heads of the ACC task forces;

(c) The Council convened a humanitarian affairs segment to which members of the Executive Committee on Humanitarian Affairs took part, as well as members of the Inter-agency Standing Committee and a number of resident and humanitarian coordinators.

87. The President of the Council for 1999 intends to pursue this policy. He has called for a "renaissance" of the Economic and Social Council and has taken initiatives to intensify the dialogue between the Council and ACC, including panel discussions with executive heads. The Secretary-General, in his capacity as Chairman of ACC, again had access to the Council to brief it on the activities of ACC in 1998. During its 1999 substantive session, the Council will focus on the theme of poverty eradication. It will also address the issue of African development at its coordination segment, and the linkages between emergency

relief and long-term development at its humanitarian segment. On both occasions, opportunities will be given to concerned United Nations system organizations to participate, and the Council has confirmed its keen interest in intensifying direct dialogue with executive heads.

88. These recent developments are conducive to enhanced interaction and cross-fertilization between the Economic and Social Council and ACC in general. More importantly, they will contribute to reassuring some specialized agencies which remain concerned that coordination does not lead to overcentralization. In 1998, the then Director-General of ILO stressed before the Governing Body of ILO that "unity of purpose is an important goal,..but it should not become an excuse for centralized decision-making in which the specialized expertise of ILO might be ignored"[12] and that "even more importantly, United Nations organs are no substitute for the ILO Governing Body or the International Labour Conference" [13] This view, which was supported by the tripartite membership of ILO, is also shared by ICAO. The new relations between the Economic and Social Council and ACC will undoubtly contribute to reinforcing mutual trust and active partnerships, allowing agencies' perspectives to be taken into account in the programme of work and the deliberations of the Council. As recalled by the Secretary-General in his first address ever to the organizational session of the Council in February 1998, "Agencies policies and actions should not only be the subject of the work of the Council, they should provide its main foundation."[14]

3. Interaction with the Committee for Programme and Coordination

89. The meetings between the Economic and Social Council and ACC mentioned in paragraph 82 later became the Joint ACC/CPC Meetings. They were initially intended to:

(a) Examine the provisional agenda of the Council's sessions and draw the Council's attention to major questions requiring its urgent action;

(b) Keep under review the activities of the United Nations and its related agencies in the economic, social, human rights and related fields, particularly in respect of the United Nations Development Decade;

(c) Submit conclusions and recommendations to the Council on those questions, as well as on coordination issues which call for special attention by the Council.

90. Throughout the years, some participants came to view these joint meetings as a waste of time, while others considered that they provided a unique opportunity for consultations between representatives of the Council and executive heads, and thus contributed to a mutual educational process. By its resolution 50/227 of 24 May 1996, the General Assembly decided to discontinue the Joint ACC/CPC meetings and to assign its functions to the coordination segment of the Council. Some Member States are convinced however that this creates a communication gap between ACC and the Economic and Social Council at a time when both bodies are in search of better ways to improve their interaction.

91. While the joint ACC/CPC meetings have been discontinued, the annual overview reports of ACC to the Economic and Social Council are considered by CPC, which then submits its related comments. Such comments have repeatedly called on ACC to improve the quality of its reports to the Council. Although ACC considers that efforts have been made in the right direction, comments made by CPC in the past few years still show some dissatisfaction with the reports submitted. At its thirty-eighth session held in June 1998, CPC took note of the ACC annual overview report for 1997, and requested that "future reports be more analytical and highlight problems encountered" and that "they should also include a full listing of other system-wide reports before intergovernmental bodies relevant to the issues dealt with in the annual report"[15]. CPC also recommended that "ACC work towards the preparation, in each programme area of broad inter-agency concern, of strategic policy papers indicating issues to be addressed, coordination problems being encountered, what role each agency and/or organization should play and areas where intergovernmental guidance is required."[15].

92. CPC was instrumental in having ACC submit a biennial report on programme and resources. The reports contributed to a better understanding of the work of the system and to improved coordination, by showing the programme objectives of organizations in their various areas of activity, and the corresponding allocation of financial resources. Submission of the reports stopped in 1995, but confirmation was given to the inspectors that it will be resumed. Not only should such reports be made available to all governing bodies, but they should also be posted on the Web site of ACC for the benefit of other stakeholders.

D. Interaction with the specialized agencies

93. By resolution 1643 (LI), the Economic and Social Council requested ACC to present annually to the Council and, as appropriate, to other legislative bodies concerned, "a concise report on the way in which the system operates, bringing out the problems solved and in addition highlighting those which are unresolved, for action at the intergovernmental level, and making suggestions and proposals designed to facilitate the implementation by the organizations concerned of decisions taken by the Council in the field of coordination, in order to ensure that actions taken are mutually supporting and complementary." The Council also invited ACC "to make available to the Council and the competent legislativ bodies of the specialized agencies and the International Atomic Energy Agency the results of the work of its subsidiary bodies, including ad hoc groups or panels, or, where appropriate, brief summaries including the main topics and trends of discussions".

94. The governing bodies of some organizations have periodically on their agendas a specific item on coordination in the United Nations system and on decisions and/or recommendations of central coordinating bodies or other bodies which have implications for their own programmes and budgets. When submitted, the related report(s) allow useful exchange of views among members of the concerned governing bodies. This procedure should be emulated in other organizations which have not yet done so. To go a step further, executive heads could take this opportunity to include in such report (s), measures taken or envisaged by them to improve system-wide collaboration and coordination, and to reinforce the unity of purpose of the whole system. For their part, governing bodies, instead of just taking note of such report(s), may wish to provide executive heads with appropriate guidance on issues involved.

E. Cost of coordination: funding of activities related to the Administrative Committee on Coordination

95. Using the power of the purse is one of the major prerogatives of all legislative organs. The approval of budgets related to the cost of coordination activities in the United Nations system is therefore an important opportunity for interaction between intergovernmental bodies on one hand, and ACC and its machinery on the other hand.

96. There are mainly three categories of expenditures on account of inter-agency coordination, namely, jointly financed secretariats; travel and related costs associated with participation to inter-agency meetings; and support services provided by organizations hosting chairs and/or secretariats of ACC committees and subcommittees or coordinating agencies for ACC task forces.

1. Jointly-financed secretariats

97. In the programme budget of the United Nations for 1998-1999[16], section 29 (Jointly financed administrative activities) provides detailed information on the total budgets of the jointly-financed secretariats of ISCC, CCAQ and CCPOQ, along with an overview of their functions and activities. United Nations shares are identified and, based on the recommendations of the Advisory Committee on Administrative and Budgetary Questions, final decision is taken by the General Assembly on the United Nations share only. The support costs for servicing otherwise the ACC machinery are part of the submissions mostly under sections 1A (Overall policy-making, direction and coordination) and 7 on economic and social affairs.

98. In most organizations, reference is made one way or the other to participation in United Nations system operations without itemized amounts being shown. This is the case, for instance, for FAO, ILO, or WIPO. In some other organizations, it is almost impossible to locate in the proposed programme budget, the section or sections containing the appropriations for jointly- financed secretariats and for participation in other ACC-related activities. Based on percentage shares agreed upon by the participating organizations, WHO for instance has been assessed for a total of $414,170 in 1996-1997 for the secretariats of CCAQ, CCPOQ and ISCC, but looking into the six appropriation sections of the 1998-1999 approved budget, it is unclear where the corresponding amount appears.

99. The shares of each organization in the budgets of these jointly-financed secretariats are agreed upon between ACC members on the basis of two standard cost-sharing formulae, proposed by CCAQ (FB) and approved by ACC: the "CCAQ formula", based on total staff in post at the close of the preceding period, applies to the secretariats of CCAQ and ISCC, and the "JIU formula", based on actual expenditures, applies to the secretariat of CCPOQ. The respective shares of participating organizations for 1996-1997 are shown in table 2. It should be noted that, since 1995, the total shares indicated for the United Nations,

UNRWA and UNHCR are supposed to be agreed among them, but in practice, vouchers sent by the United Nations to UNRWA and UNHCR have not been paid thus far, a situation which is being reviewed by the parties.

100. In analysing the process of approval of the budgets of jointly-financed secretariats, the inspectors came to the conclusion that, owing to the need to secure full funding of the total budget for these activities, individual governing bodies have no choice than to approve the share set for their organization. Hence, cost-sharing arrangements decided upon by secretariats without any legislative supervision, become as much of a committment for Member States as the scale of assessment for the overall budget of individual organizations. It is therefore recommended that, after the Advisory Committee on Administrative and Budgetary Questions has reviewed the submissions on the total budgets for jointly-financed-activities on the basis of cost-sharing arrangements proposed by ACC, the General Assembly, as a central coordinating body, approves formally the final total figures on behalf of the system. The respective shares of individual organizations would continue to be shown in their programme budget, but Member States represented in the General Assembly would have had an opportunity to review and approve the total budgets of these jointly-financed secretariats.

101. Concerning the ACC Subcommittee on nutrition, the core budget for its technical secretariat is almost entirely funded from so called "voluntary contributions" made by its contributing organizations and drawn from their own regular budgets. In addition, ACC/SCN also benefits from an "operational budget" funded by bilateral donors. The core budget is approved by CCPOQ, and is solely based on the good will of the secretariats of the contributing organizations. As a consequence, there were cases when initially announced contributions have been increased in the course of the biennium, while there were also other cases when expected contributions did not materialize. Even though the amounts concerned are not very high (the initially approved total core budget for 1998-1999 was about $ 907,000), the inspectors believe that the current procedure neither insures a secure funding of the technical secretariat which is part of the ACC machinery, nor does it do allow taking into account the overall resources mobilized for the implementation of the programme of work of ACC/SCN.

2. Travel and related costs

102. Expenditures for attending inter-agency meetings are seldom identified as such. ACC itself has called upon its subsidiary bodies to use videoconferences and other information and communication technologies more extensively to reduce travel costs. Such efforts should be pursued and regular meetings of the ACC machinery should be held as much as possible in the most central and cost-saving location for the majority of participants.

3. Support costs

103. Support costs are not usually identified either although, in relation to the three inter-agency task forces on follow up to global conferences, chaired respectively by UNFPA, ILO and the World Bank, ACC did recognize that the overall process of the task force approach "had been rather time-consuming and financially burdensome for the lead organizations"[17]. Promoting the task force approach and advocating the leadership role of agencies in their particular field of competences constitute important factors in building complementarities among United Nations system organizations and enhancing coordination. Related support costs should not become stumbling blocks if kept under control and, in any case, such costs should be reported to governing bodies in a transparent manner.

104. The cost of coordination is not always easy to assess, partly because in most cases, coordination relates to activities which are part and parcel of the programmes of substantive units or those carried out by executive offices. A closer look at how secretariats submit to their governing bodies proposed expenditures on, and expected outputs from coordination is, however, indicative of the need to inform Member States better about the cost of coordination. Governing bodies would be well served if they were to insist on having a more complete and transparent submission of financial implications related to the participation of their respective organizations in the inter-agency coordination process, including informationon cost-saving and/or efficiency measures taken by executive heads.

Table 2
Shares of participating organizations in the costs of jointly -financed secretariats, 1996-1997

ORGANIZATIONS	*CCPOQ (a)*		*CCAQ (b)*		*ISCC (b)*		*ACC/SCN (c)*	
	amount ($ .000)	%	amount ($ .000)	%	amount ($ .000)	%	amount ($ .000)	%
United Nations	211.6	20.93	534.5	28.69	443.6	27.37	80.8	9.4
UNRWA	27.2	2.69	4.7	0.26	3.9	0.25		
UNHCR	125.6	12.42	142.1	6.52	118.0	6.22	34.0	4.0
UNICEF	111.9	11.07	158.7	8.46	131.6	8.07	206.0	24.0
UNDP	90.1	8.91	174.5	9.76	144.9	9.31	140.0	16.3
UNFPA	26.7	2.64	27.9	1.34	23.2	1.28	29.0	3.4
WFP	72.8	7.20	52.1	2.75	43.2	2.62	64.0	7.4
ILO	39.6	3.92	95.2	5.22	79.0	4.98	-	-
FAO	68.4	6.77	157.7	9.25	131.0	8.82	-	-
UNESCO	36.2	3.58	86.7	4.74	71.9	4.52	25.0	2.9
ICAO	11.1	1.10	29.0	1.63	24.1	1.56	-	-
WHO	85.9	8.50	176.7	9.64	146.7	9.20	10.0	1.2
IMF	-	-	-	-	74.6	4.58	-	-
UPU	3.2	0.32	5.9	0.34	4.8	0.33	-	-
ITU	16.2	1.60	25.9	1.42	21.3	1.36	-	-
WMO	7.5	0.74	10.0	0.59	8.3	0.57	-	-
IMO	4.0	0.40	11.2	0.59	9.2	0.56	-	-
WIPO	10.3	1.02	18.2	0.90	15.0	0.86	-	-
IFAD	-	-	10.6	0.58	8.9	0.55	27.0	3.1
UNIDO	24.0	2.37	46.1	2.83	38.4	2.70	-	-
IAEA	38.3	3.79	76.8	3.70	63.8	3.53	12.5	1.4
WTO	-	-	15.8	0.80	13.1	0.76	-	-
UNU	-	-	-	-	-	-	25.0	2.9
World Bank	-	-	-	-	-	-	206.0	24.0
Total	1010.6	99.97	1860.3	100.01	1618.5	100	859.3	100

• Total of this column is not equal to 100.0 per cent because of rounding.

a Cost-sharing on the basis of the "JIU" formula.

b Cost-sharing under the "CCAQ formula".

c No cost-sharing agreement yet; percentage shares are based on actual contributions which are "voluntary".

Annex

ACC and its subsidiary bodies in 1999
(Data from ACC/1996/INF/1 as updated by OIAA, 1 December 1998)

Body, Composition And Mandate	*Date estbl. (meetings/ year)*	*Chair (Current)*	*Secretariat*			*Reports 1996/97*
			Location	*Secretary from*	*Support service by*	
Administrative Committee on Coordination (ACC) *Composition*: Secretary-General and executive heads of sixteen specialized agencies(FAO, IBRD, ICAO, IFAD, ILO, IMF, IMO, ITU, UNESCO, UNIDO, UPU, WHO, WIPO, WMO); the IAEA & WTO; and nine United Nations programmes and funds (UNCTAD, UNDP, UNDCP, UNEP, UNFPA, UNHCR, UNICEF, UNRWA and WFP). *Function*: to facilitate the coordination of the programmes of the various United Nations organizations and the promotion of cooperation within the system. Reports to ECOSOC.	1946 (2)	SG	UN/NY	UN/NY (Chair of OC)	UN/NY	4 reports ACC/1996/4 & 20 ACC/1997/4 & 20
I. Organizational Committee (OC) Replaced the ACC Preparatory Committee. *Members:* representatives of ACC participating organizations working under the direct guidance of respective executive heads. *Overall mandate*: to ensure the most effective organization of the work of ACC and to assist it in monitoring/managing the work of its subsidiarymachinery. Receives its instructions from and reports directly to ACC.	1978 (2)	UN (Secretary of ACC)	UN/NY	UN/NY	UN/NY	4 reports ACC/1996/2 & Add.1 ACC/1997/2 & Add.1
a) Joint United Nations Information Committee (JUNIC) Constituted through the merger of the ACC Consultative Committee on Public Information with the Programme Committee of the Center for Economic and Social Information.*Mandate*: acts as a forum for consultations and coordination between public information professionals of the system on those aspects of their activities that are of mutual concern. Reports to OC.	1974 (1)	Rotates (WHO)	UN/NY	UN/NY	UN/NY	2 reports ACC/1996/13 ACC/1997/11
b) Information Systems Coordination Committee (ISCC) *Composition*: ACC members as well as UNCC, UNOPS, UNU, UNAIDS and the ITC; UNJSPF and ICC are observers. *Mandate:* establishment of policies,adoption of standards and recommends practices to ensure wider accessibility of information. *Inter alia*, recommends limited areas of information technology requiring standardization with mandatory force, advises (without mandatory force) on recommended practices, provides an electronic repository on information system developments within the United Nations system, and prepares e reports for ACC on information management issues. Reports to OC.	1993 (1)	Rotates (FAO)	UNOG	Appointed	Jointly-finance ($ 1,618..5)	2 reports ACC/1996/18 ACC/1997/19
c) Ad hoc Inter-agency Meetings They are convenedto prepare special eventsand are meant to be discontinued when these evens t have taken place; consultations in the relevant programme areas are thereafter incorporated in the standing machinery as arequired.						
Ad hoc Inter-Agency Meeting on Security Established to address all issues relating to the safety and security of United Nations system personnel.	1980	UN Security Coordinator	UN/NY	UNESCO	Jointly-financed	1 per year

Body, Composition And Mandate	*Date estbl. (meetings/ year)*	*Chair (Current)*	*Secretariat*			*Reports 1996/97*
			Location	*Secretary from*	*Support service by*	
II. Consultative Committee on Administrative Questions (CCAQ) *Composition*: Same as ACC except the WB and IMF. *Mandate*: advises ACC on policy issues relating to the management and administration of the organizations of the system, with a view to achieving the widest possible measure of harmonization; deals with relationship agreements entered into by the United Nations with participating specialised agencies on personnel arrangements, administrative and technical services, as well as budgetary and financial arrangements. Reports directly to ACC. CCAQ (High-level). In the context of 1993 review, ACC decided that CCAQ should have senior-level representation and be assisted by two components i.e CCAQ (PER) and CCAQ (FB). CCAQ (High-level) meets when ACC decides that important policy issues need to be addressed.			UNOG		Jointly-financed ($ 1,860.3)	
	1993	USG/DM (UN)		Appointed		1 report (no meeting in 1997)
a) CCAQ(PER) is the central forum in which the organizations of the United Nations common system develop and review major policy issues in the area of human resources and general administration. It is the mechanism whereby ACC coordinates and harmonizes HR management policies and practices. It has developed policy statements adopted by ACC on HR management reform, improving the status of women, work/family issues, combatting sexual harrassment in the work place. Entrusted by ACC with responsiblity for the development, coordination and presentation of policy positions on common system/personnel matters before the ICSC and the UNGA, for the coordination of relations with FICSA and CCISUA and Associations of freelance translators and interpreters (AITC, AIIC)	1968 (2, in conjunction with meetings of ICSC)	Rotates (IAEA)	UNOG	Appointed		2 reports ACC/1996/14 (PER) ACC/1997/13 (PER)
b) CCAQ(FB) is the central forum in which the system organizations review major policy issues in the budgetary and financial area. It is the mechanism whereby ACC can provide a coordinated response to financial matters of concern to such bodies as the Fifth Committee of the General Assembly, governing bodies, and the Panel of External Auditors. It has been entrusted byACC with responsibility to take decisions on its behalf in virtually all financial matters. On behalf of ACC, it reviews the proposed budgets of jointly-financed activities and, with the exception of ICSC and JIU, approves such budgets. It often coordinates the responses of its member organizations to approaches by individual member States or by groups of member States.	1968 (2)	Rotates (FAO	UNOG	Appointed		2 reports ACC/1996/15 (FB) ACC/1997/14 (FB)

Body, Composition And Mandate	*Date estbl. (meetings/ year)*	*Chair (Current)*	*Secretariat*			*Reports 1996/97*
			Location	*Secretary from*	*Support service by*	
III. Consultative Committee on Programme and Operational Questions (CCPOQ)* Constituted through merger of CCSQ (OPS) and CCSQ (PROG) and received an expanded mandate incorporating relevant aspects of the functions of a number of inter-agency bodies discontinued by the 1993 reform.*Composition*: same as ACC as well as UNU, World Tourism Organization and the United Nations Staff College. *Mandate*: advises and assist ACC on a wide range of issues with a view to promoting complementarities and mobilizing the United Nations system's analytical, normative and operational capacities for economic and social development in support of common goals and agreed strategies. Reports directly to ACC.	1993 (2)	Rotates (UN/DESA)	UNOG	Appointed	Jointly financed ($1,011.0)	4 reports ACC/1996/7 & 16 ACC/1997/7 & 15
a) Subcommittee on Nutrition (SCN). Established in 1977; became a subsidiary body of CCPOQ in 1993 *Composition*: agencies, funds and programmes with mandates in nutrition; assisted by the Advisory Group on Nutrition (AGN),and several ad hoc working groups. Representatives of bilateral agencies and international NGOs and members of AGN participate in informal meetings of the subcommittee.*Mandate*: to keep under review the overall direction, scale, coherence and impact of United Nations system response to the world's nutritional problems, particularly by being a point of convergence for harmonizing concepts, policies and activities in accomplishing the objectives of resolution V of the World Food Conference (1974) and of the International Conference on Nutrition (1992). Reports to CCPOQ.	1977 (1)	Rotates (UNDP)	WHO	Appointed	Jointly financed* ($819.8)	2 Reports ACC/1996/5 ACC/1997/9
b) Subcommittee on Statistical Activities (SSA). Established in 1966;a subsidiary body of CCPOQ in 1993 *Composition*:United Nations system organizations with statistical programmes or major users/funders of statistical activities, and observers from several non-United Nations organizations.*Mandate*: promotes coordination, integration and complementarity among the statistical programmes of the international organizations; and provides coordinated preparations for the treatment of statistical issues in meetings of intergovernmental bodies and coordinated follow-up of decisions of intergovernmental bodies. Reports to CCPOQ ; its reports are also made available to the Statistical Commission.	1966 (1)	Rotates (UNICEF)	UN/NY	UN	UN/NY	2 Reports ACC/1996/9 ACC/1997/16
	1993 (biennial)	Rotates (ESCAP)	UN/NY	UN	UN/NY	1 Report ACC/1996/10
c) Subcommittee on Demographic Estimates and Projections (SCDEP). *Composition*: all ACC members with related activities. *Mandate*: ensure that United Nations has one consistent and coordinated set of national and regional population and sectoral estimates and projections to be used by all elements of the system and promote relations with both "data users" and "data producers". Reports to CCPOQ through the SSA.	1993** (1)	UNDCP	UNDCP	UNDCP	UNDCP	2 Reports ACC/1996/17 ACC/1997/ 17
d) Subcommittee on Drug Control (SDC). *Composition*:open to all ACC members; a core of approximately ten agencies with mandates closely connected to drug-related issues participate actively. *Mandate*: ensures and facilitates coordination of United Nations system's implementation of the outcome of the twentieth special session of the GA and on all matters related to the control of drug abuse through the exchange of information and the development of multi-agency sectoral and subsectoral plans of action in the context of the System-wide Action Plan on Drug Abuse Control. Reports to CCPOQ.						

Body, Composition And Mandate	*Date estbl. (meetings/ year)*	*Chair (Current)*	*Secretariat*			*Reports 1996/97*
			Location	*Secretary from*	*Support service by*	
IV. Inter-agency Committee on Sustainable Development (IACSD) *Composition*: open to all ACC members and,as observers, related organizations such as the World Tourism Organization, & GEF.*Mandate*: to identify major policy issues relating to the follow-up of UNCED and advise ACC on ways and means of addressing them so as to ensure effective cooperation and coordination of the United Nations system in the implementation of Agenda 21. Reports directly to ACC.	1992 (2)	UN/DESA	UN/NY	UN	UN/NY	4 Reports ACC/1996/1, & 12 ACC/1997/1, & 12
a) Subcommittee on Water Resources.*Composition*: open to all ACC members.*Mandate*: to act as a single focal point for United Nations system-wide coordination in the area of water resources; in particular the implementation of the Mar del Plata Action Plan ad opted by the United Nations Water Conference in 1997 and interrelated provisions of chapter 18 of Agenda 21 as well as other mandates from intergovernmental bodies; it took over the responsibilities of the former Intersecretariat Group for Water Resources. Reports to IACSD	1993 (1)	Rotates (UNESCO)	UN/NY	UN	UN/NY	2 Reports ACC/1996/19 ACC/1997/18
b) Subcommittee on Oceans and Coastal Areas (SCOCA).*Composition*: open to all ACC members. *Mandate*: to monitor and review progress in the implementation of relevant parts of chapter 17 of Agenda 21, the goal of which is to promote the sustainable utilization and conservation of the marine environment and its resources, both in the oceans and in coastal areas; also acts as an inter-agency facilitating mechanism for the implementation of the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities. Reports to IACSD	1993 (1)	Rotates (UNEP)	UNESCO	UNESCO	UN/NY	2 Reports ACC/1996/8 ACC/1997/3
V. Inter-agency Committee on Women and Gender Equality (IACWGE) *Composition*: open to all United Nations system organizations and entities; *Mandate*: IACWGE took over the responsibilities of the AD Hoc Inter-Agency Meeting on Women with an expanded mandate which now includes: a) implementation of the Beijing Platform for Action adopted at the Fourth World Conference on Women and of gender-related recommendations emanating from other recent United Nations conferences and summits, especially by ensuring effective cooperation and coordination of the United Nations system; and b) the mainstreaming of a gender perspective in the work of the system. To this end, the Committee facilitates action and monitors progress in achieving the gender-related goals of United Nations conferences in the areas of policy, operational activities, coordination, research, training, and public information. It identifies emerging issues that require the attention of the system, and prepares practical tools, such as guidelines, background notes, or checklists, to strengthen women-specific activities and increase gender mainstreaming. It complies good practices and performance indicators to ensure accountability for progress. Reports directly to ACC.	1996 (1)	UN	UN	UN/NY	UN/NY (DAW)	2 Reports ACC/1996/ 22 ACC/1997/ 8

* In addition to the bodies mentionned, CCPOQ has formed a number of task-oriented working groups including a technical working group on Administrative Committee on Coordinationprogramme classification, the Advisory Panel on Operational Activities Training, and the Working Group on the Resident Coordinator System and Related Operational Issues which also provides CCPOQ with an inter-sessional capacity to dealwith operational activities issues, particularly in relation to reforms being carried out by the United Nations with system-wide implications.

Notes

[1] Martin Hill, "The Administrative Committee on Coordination", in The Evolution of International Organizations, ed. Evan Luard, 1966, p. 129.

[2] Report of the Joint Inspection Unit on the United Nations University: enhancing its relevance and effectiveness (A/53/392).

[3] Administrative Committee on Coordination. Second regular session of 1995. Summary of conclusions (ACC/1995/23, para. 29).

[4] Summary of conclusions of the Administrative Committee on Coordination at its first regular session of 1998 (ACC/1998/4, para. 27).

[5] Ibid., para. 27.

[6] Hill, op. cit., para. 67.

[7] Report of the Joint Inspection Unit on coordination of policy and programming frameworks for more effective development cooperation (A/51/636–E/1996/104).

[8] Report of the Joint Inspection Unit on strengthening field representation of the United Nations system (A/52/457).

[9] Summary of conclusions of the Administrative Committee on Coordination at its first regular session of 1997 (ACC/1997/4, para. 22).

[10] Summary of conclusions of the Administrative Committee on Coordination on its first regular session of 1997 (ACC/1997/4, annex I).

[11] See *Official Records of the Economic and Social Council, 1997, Supplement No. 54* (E/1997/54), p. 5.

[12] United Nations Reform: Implications for the ILO, ILO Governing Body, 271st session. March 1998, document GB/271/8/2, para. 32.

[13] Ibid, para. 32.

[14] Press release SG/SM/6455, 6 February 1998.

[15] Committee for Programme and Coordination. Draft report on the Annual overview report of ACC for 1997, E/AC.51/1998/1.7/Add.26, 18 June 1998.

[16] *Official Records of the General Assembly, Fifty-second Session, Supplement No. 6* (A/52/6/Rev.1), vol. I.

[17] ACC/1997/20, op. cit., para. 24.